

**INDIAN
EDUCATIONAL DOCUMENTS
SINCE INDEPENDENCE**

**THE ACADEMIC PUBLISHERS (INDIA)
NEW DELHI**

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Since Independence

Committees, Commissions, Conferences

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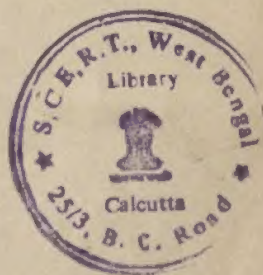
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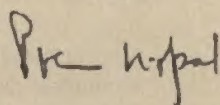
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Foreword

I am happy to write a Foreword to this very useful publication entitled **INDIAN EDUCATIONAL DOCUMENTS** edited by Shri Arabinda Biswas and my former colleague, Shri Suren Agrawal. The authors have a meritorious record of service, Shri Biswas as Deputy Director of Education and Shri Agrawal as a specialized Librarian under the Ministry of Education. They have made notable contributions in their respective fields. The materials presented in this publication are the result of long and dedicated labours and should be of great use to students, research workers and educationists in India and to those abroad interested in the shaping of educational policies of India since independence.

The authors have assembled extensively and arranged in a logical order source materials of educational policies at all levels. The work of numerous committees, commissions and conferences assembled together in this publication was a difficult and complicated operation. Since independence, there has been immense thinking about all aspects of Indian education and various advisory and policy-making bodies attached to the Ministry of Education have made numerous recommendations for reform and re-orientation of Indian education. Education is largely a subject assigned to the States by the Constitution of India and the role of the Centre is to plan and to co-ordinate developments with a view to evolving a national policy of education. For the evolution of a national policy of education, conferences and meetings at the national level are, of course, inescapable. During the course of the last two decades a broad consensus of educational reform has indeed emerged from the work done by the various committees, commissions and conferences, and this consensus is the basis and also the final sanction of the formulation as well as implementation of national policies.

The wide gulf between thought and action has been the most serious problem in the field of education as well as in all other fields of our national life. It has been more pronounced in the field of Education because a national educational policy is now absolutely essential for our survival and welfare while the necessary authority to implement such a policy does not reside in any constitutional organ of the Union Government. The decisive factor, therefore, is the quality of national programmes evolved by consensus through committees, commissions and conferences, the availability of meaningful advice and technical services to the State Governments by appropriate Central institutions, and above all on the moral authority and leadership exercised by the Ministry of Education. Apart from the presentation of very valuable source materials, this work should set people thinking creatively and constructively why we are not able to implement and fulfil what we agree and resolve to do at so many inter-State meetings and national conferences. If this publication arouses such interest among our educationists and leads to a thorough study of the problems of implementation of policies, it would have done a great service to the cause of educational reconstruction and reform.



Former Secretary & Educational Adviser
to the Government of India
and
President, Executive Board, UNESCO.

Preface

This volume offers a selection of documentary material on Indian education since independence. An attempt has been made for the first time to provide, within the limits of a single publication, a balanced selection on all important aspects of education culled from various sources—reports of expert committees and commissions, proceedings of important conferences and seminars, Government resolutions, the Five Year Plans of national development and the Constitution of India. The documentary selections have been grouped, according to their subjects, in 26 sections—from A to Z. The materials inside the sections are set out in a chronological order. Each section is prefaced by a commentary which provides a historical background to the subject and draws attention to important points in the documents.

Quite obviously, this is not a history of education. Yet it contains those historical elements which have shaped and reshaped the progress of education over a period of two decades. It is a progressive record of the educational thinking of those who met in conferences and committees to face the educational challenges of their day, and after careful enquiry and long deliberations, took decisions, laid down policies and recommended future programmes and plans of action. These records form the core of educational thought and history of the period. They plot the educational landmarks and trace the development of educational planning.

The documents cater to the interests of a much larger group of people than those directly involved in the educational process,

namely, students, teachers, research workers, educationists, and educational administrators. This volume bears testimony that certain crucial educational problems which were examined two decades ago, very much remain live issues even today. A comparative study of the problems of the past and the present provides to a discerning reader a sense of rediscovery and links up educational issues with social history. To a new-comer in the field of education, these documents present a body of sound educational principles, some having stood the test of time and some yet to be tested. These selections also obliquely throw light on a variety of problems which a nation has to face in its efforts to extricate itself from the influence of an alien educational system which was designed to subserve the interests of a foreign rule and was imposed on a country with a long cultural history.

The main purpose of the documentary collection is to stimulate critical thinking on educational revolution. With the attainment of independence, the education of new India deserved a fresh look. This need was appropriately stressed by Pandit Jawaharlal Nehru, the then Prime Minister of India, in his inaugural address to the Central Advisory Board of Education in 1948 : "Great changes have taken place in the country and the education system must also be in keeping with them. The entire basis of education must be revolutionized." The Education Commission, after about 19 years of independence, re-echoed the same thing : "In fact, what is needed is a revolution in education which in turn will set in motion the much desired social, economic and cultural revolution." The call for educational revolution continues and each document reiterates it. The concept of educational revolution does not mean that there should be a complete uprooting of something which exists and its replacement by what is altogether new. This cannot happen. We cannot think of a complete change-over to a new pattern—lock, stock and barrel. Education is a living organic process, affecting the whole life of the nation. The 'revolution' implies a new thinking, a new direction, a new concern for education.

The four commissions, a large number of committees appointed by the Government of India and State Governments and numerous advisory bodies have brought into focus this new concern in education and made a number of recommendations for the much-needed break-through. The Government and the people at various levels have involved themselves in their implementation. But the range of activity in this direction has not been as impressive as the sum total of the recommendations tends to convey. Much yet awaits to be squarely faced and resolutely tackled. A wide and distressing gulf continues to persist between thought and action, between advice and its implementation. Nevertheless, it is useful to remember that educational reconstruction is crucial and extremely urgent for the national development of the country. It cannot wait. It has to be completed with all speed within the life span of a single generation. The task, no doubt, is enormously difficult in view of the comparatively slender resources in terms of men, materials and money. Many a time, the wise counsel, though urgently desired, was relegated to the background or its implementation deferred only for lack of funds. All too often the interest and enthusiasm aroused by the reports vanished into thin air when educators returned to the old stagnating educational environment.

For a vigorous implementation of recommendations and policies, education should get a much higher priority in the overall development plans. At the same time, the claim for the desired priority can be met to the extent educators are able to convince the nation that education has been successfully revolutionised, that it has been effectively linked with the life, needs and aspirations of the people, that it can help the country to meet the challenges of hunger, unemployment, ill-health and poverty.

There is something more to the picture. Many of the recommendations need and demand, more than anything else, hard work, dedicated service and a sense of idealism. The resources and the will are both pivotal in any scheme of social transformation and for bridging the chasm between thought and action. Action is

the crying need and time is of essence. The Education Commission has cautioned us : "The next few decades are crucial and the future of the country depends largely upon what is done about education during the next ten years." We are standing at the cross-road of history. The dimensions of our problems are staggering. The stakes are too high, the risks are many. We cannot take it lightly.

This volume is dedicated to the *International Education Year 1970*. Appropriately so, as the *Indian Educational Documents Since Independence* hopes to focus attention on the problems of education and to bring home the necessity of thinking critically and constructively about them, so as to evoke the response and the strength needed to implement the decisions and policies that would lead to progress.

We are greatly indebted to Dr. Prem Kirpal, President, Executive Board, UNESCO, for his advice and guidance in the preparation of the book.

Deep gratitude is also expressed to Shri J.P. Naik, Adviser, Ministry of Education and Social Welfare, who was kind enough to discuss the manuscript at the initial stage and whose valuable suggestions have greatly contributed to the final plan of the work.

Shri M.W.K. Sherwani prepared the index and we are very much thankful for his assistance.

Arabinda Biswas
Suren Agrawal

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International Education Year

1970

The Proceedings of the Meetings of the Central Advisory Board of Education 1948—1970

[Fourteenth Meeting to Thirty-Fifth Meeting]

INTRODUCTION

The Central Advisory Board of Education, the oldest and the most important advisory body of the Government of India on education was first established in 1920, dissolved in 1923, and revived in 1935. The idea of a Central Advisory Board of Education was first put forward by the Calcutta University Commission (1917-19). Almost simultaneously the Government of India Act 1919 made education a provincial and a transferred subject limiting the control of the Central Government to the minimum. This changed the character of the Government of India from that of an executive to an advisory authority in matters of education. Imperatively a Central Advisory Board of Education was set up in 1920, but after a very short life was abolished in 1923 for economic reasons. For the next twelve years the absence of an agency to advise the Government of India on education was keenly felt. Consequently, the present Central Advisory Board of Education was revived in 1935. The Union Minister of Education is the Chairman of the Board whose composition includes distinguished educationists from all parts of the country and the representatives of the Government of India, the State Governments, the Parliament and the Universities. The function of the Board is (a) to advise on any educational question which may be referred to it by the Government of India or by any local Government and (b) to call for information and advice regarding educational developments of special interest and value to India, to examine this information and

circulate it with recommendations to the Government of India and to local Governments.

Over all these years, the contribution of the Board in shaping the educational thinking of India bears a unique significance. The period before Independence was marked by preliminary studies and planning and was limited to 'British' India. In the very first meeting in 1935 the Board was confronted with the problem of growing unemployment among the educated young men and the Board rightly concluded that the reconstruction of the educational system of the country would help to combat this evil. This problem was taken up for investigation which culminated in the 'Plan of Post-War Educational Development' (1944), the first document that visualized a national system of education for India. This document was the most outstanding contribution of the Board during the pre-Independence era and laid down the foundation of an educational planning in modern India.

With the attainment of Independence the political background underwent a complete revolution. The education of new India deserved a fresh look. This was appropriately voiced by Maulana Abul Kalam Azad in his presidential address to the Board in 1948: 'The scales in which the educational problems were weighed by this Board up till now have grown out of date. New scales with new weights will have to be substituted. The dimensions of the national problems of the day cannot be judged by the measurements which have been employed so far. The new aspirations of new India will require fresh outlook and new measures to tackle its problems.' Under the new Constitution the defining of educational policies became a matter between the Centre and the States. This highlighted the significance of the Board as the supreme advisory organ in which the Centre and the States could participate and collaborate for a common purpose.

In the following pages the relevant extracts from the Proceedings of the Meetings of the Board since Independence have been collected. These include significant passages from the Chairman's addresses and important resolutions and recommendations of the Board. In a way it provides an informal setting for tracing the development of educational thought and planning, and plotting educational landmarks since Independence. This has been an era of instituting commissions, formulating five-year plans and restructuring education suited for a Sovereign Democratic Republic. The first crucial problem discussed was the University Education.

The University Education Commission (1948-49) was set up only after the Board had insistently pressed for its appointment, and rightly so, for there has been no comprehensive survey of higher education since the Sadler Commission (1917-19) submitted its report confining itself primarily to one University. In April 1950 a special session of the Board was convened to discuss the report of the University Commission and it was on its recommendation that a University Grants Committee was first established. 1951 saw the beginning of Five-Year Plans, and the deliberations of the Board provided useful advice on the preparation of educational plans in the Centre and the States and also watched their progress year to year. The Board had already recommended for the setting up of a Secondary Education Commission in 1948. It reiterated its stand in 1951, before a Secondary Education Commission (1952-53) could be appointed. On the basis of the recommendations of the Commission, the Board helped to reconstruct secondary education by introducing two important programmes during the Second Five-Year Plan, viz., the conversion of selected secondary schools into multi-purpose schools and the replacement of the old secondary system by the new higher secondary system. The expansion of facilities for elementary education in accordance with the constitutional directive was of continued interest to the Board, and one of the important measures endorsed by the Board was the idea of a nation-wide educational survey to locate the precise extent of expansion of educational facilities required at the elementary level and the promotion of Basic Education and Social Education. The urgency of the problem of girls' education at all levels continued to engage its attention. But so far education was generally looked at in a piecemeal manner, stage by stage, or sector by sector. This realization made Shri M.C. Chagla, the then Education Minister, to appoint the Education Commission in 1964, to advise the Government on the national pattern of education. In 1967, the Board considered the report of the Education Commission and suggested a draft statement on the National Policy on Education for consideration by the Government of India, which in 1968 issued, for the first time since Independence, a Government Resolution on National Policy on Education. Several other intricate problems of education came up for discussion during this period. Among these, mention may be made of the improvement in the emoluments and social status of teachers, raising the quality of education, improving the professional education of

teachers, the need to re-establish an All-India Educational Service, the causes and remedies of student unrest and discipline, moral and religious education, the need to restrict admission to universities, development of Hindi and Sanskrit, medium of instruction, three-language formula, measures for national emotional integration, wastage in education, scheme of correspondence courses and evening colleges, speedy liquidation of illiteracy, ban on the use of notes, guides and short-cuts and popularization of Gandhian literature.

The Addresses of the Chairmen give a review of the important developments during the preceding year and discuss the significant educational problems of the day. Many old issues are repeated, as basic problems in education never grow old, and new themes are introduced as they are confronted. A sense of continuity and change mark these speeches.

It makes an interesting and useful reading when one peruses these addresses from 1948, when the fourteenth meeting of the Board under the Chairmanship of Maulana Abul Kalam Azad started with the keynote that 'the entire basis of education must be revolutionized', to 1970 when the thirty-fifth meeting under Prof. V.K.R.V. Rao discussed the introduction of moral and spiritual values in the educational institutions to meet the onset of violence and deterioration of values among the students, opening of language laboratories for the learning of an Indian language other than one's own as a step towards national integration, the discovery and development of talent and the programme for celebrating the International Education Year. In all these intervening years the various facets of Indian Education came under focus. For instance, the address of 1950 enumerates four objectives of immediate concern, *viz.*, provision of free, and compulsory basic education, provision of adult education, expansion of technical education and reorganization of university education; that of 1954 refers to the recommendations of Secondary Education Commission and observes a marked deterioration in discipline among students; and that of 1955 highlights the need for raising the standard of secondary education, improving the quality of textbooks and raising the professional efficiency of teachers. In 1956, one finds the answer to the question why a special commission was not first appointed to consider the future of elementary education before commissions on university education and secondary education. The students' unrest in its epidemic form continues to agitate the

mind of the people as it appears from the address of 1960, and the introduction of National Service is considered as one of the antidotes. The criticism against 'falling standards' is well met in the Chairman's address of 1961. As the national emergency cast its long shadow over the country, the concern over education's contribution to nation's defensive strength, the stress on improvement and expansion of science education, introduction of productive vocational work, raising the physical efficiency of the students and the reminder that 'soft' pedagogy will not do, constituted the theme of the address in 1963. In 1965 the address reflected concern how education was to be geared to defence efforts. The thirty-fourth address in 1968 drew attention to the recommendation of the National Integration Committee that the entire educational system should be reoriented to serve the purpose of creating a sense of Indianness, unity and solidarity, and to inculcate faith in the basic postulates of Indian democracy.

The Board is now looked upon as 'the extra-constitutional parliament', for the formulation of educational ideas. One may rightly ask how an advisory body without executive power can bridge the chasm between thought and action, between advice and its implementation. It is true that the Board has no legal or statutory authority. It nevertheless wields a moral authority reinforced by the motive power of ideas, which is greatly respected, and treated more or less binding. "The authority of the Advisory Board is derived solely from the willing consent and cooperation of its members—among whom are responsible education ministers and accredited leaders of education in India. The cooperation of the Ministers gives that touch of realism and of what is capable of translation into practice without which our decisions would be like castles in the air, and the presence of eminent educationists guarantees that the Board will not allow itself to be overwhelmed by consideration of administrative convenience and will keep steadily before its gaze the goals towards which society should move", said Dr Tara Chand addressing the Board as Educational Adviser to the Government of India in 1951. It is the authority that tests, shifts and coheres the current educational thoughts of the day and imparts a lasting impulse of a progressive policy. It indirectly leaves an impress on the life of every individual that goes through schooling.

FOURTEENTH MEETING

When and where held : 13th, 14th and 15th January, 1948
at New Delhi

Chairman : Maulana Abul Kalam Azad, Minister
of Education.

Extracts from the Inaugural Address by Pandit Jawaharlal Nehru, the Prime Minister of India :

Great changes had taken place in the country and the education system must also be in keeping with them. The entire basis of education must be revolutionized. The present system might have been suited to the past situation, but maintaining the status quo in the field of education under present circumstances would do nothing but harm to the country. . .

The younger generation is our future hope. The way their faculties were developed and minds moulded would make or mar Indian destiny and their proper education must be given top priority . . . There are so many tasks that lie undone because we feel we do not have the men for them, and yet there are men in the country who have the necessary qualifications and are not employed. . .

Our system of education must not be formed in isolation from our social and economic life of tomorrow. Different sides of our life and activities must be correlated. The primary aim of any system is to create balanced minds, which cannot be misled. We must be strong mentally before we can think of building a nation.

Extracts from the Chairman's Address :

Historically speaking it is the fourteenth session as thirteen have already been held. But to be more accurate, I think we should call it the Inaugural Session of the Board, since the first thirteen took place in the Indian Empire which on 15th August 1947 came to an end and with it a long chapter of Indian History. Today, we are assembled in a new India which has yet to make its history . . . The scales in which the educational problems were weighed by this Board up till now have grown out of date. New scales with new weights will have to be substituted . . .

With whatever depth of vision and sympathetic imagination the Board might have tackled the educational problems in the past, it could not escape the fact that there was no free national government to support it. In spite of its desire to have the fullest scope it had to keep itself somewhat in restraint. Now things have changed . . .

At first it was considered that religions would stand in the way of the free intellectual development of a child but now it has been admitted that religious education cannot be altogether dispensed with. If national education was devoid of this element, there would be no appreciation of moral values or moulding of character on human lines . . .

It is obvious that millions of Indians are not prepared to see that their children are brought up in an irreligious atmosphere and, I am sure, you, too, will agree with them. What will be the consequence if the government undertake to impart purely secular education? Naturally, people will try to provide religious education to their children through private sources. How these private sources are working today or are likely to work in future is already known to you . . . To them religion means nothing but bigotry. The method of education, too, is such in which there is no scope for broad and liberal outlook . . . If we want to safeguard the intellectual life of our country against this danger it becomes all the more necessary for us not to leave the imparting of early religious education to private sources. We should take it rather under our direct care and supervision. No doubt, a foreign government had to keep itself away from religious education. But a national government cannot divest itself of undertaking this responsibility. To mould the growing mind of the nation on right lines is its primary duty. In India, we cannot have an intellectual mould without religion.

There is another problem on which you have to take a final decision now. What is to be the medium of instruction in our educational institutions? I am sure there are two things with which you will agree. First that in future English cannot remain the medium of instruction. Secondly, whatever the change may be in this direction, it should not be sudden but gradual . . .

I put it to you if only till recently a Madrasi or a Punjabi or a Bengali felt no difficulty in receiving education through a foreign language, why should he be handicapped if he were to be educated through one of the Indian languages. We shall certainly be

able to retain the same intellectual unity which was created for us by the English language. But if we fail to substitute an Indian language for English, our intellectual unity will certainly be affected.

The alternative course before us is to have regional languages for university teaching and one common compulsory language for Central Government and for inter-provincial communication . . .

Some Significant Resolutions/Recommendations

**Item II. (a) To receive reports from provincial governments etc. on the main developments in the following branches of education :*

✓ (ii) *Adult Education*: The Board noted that the organisation of a comprehensive scheme of adult education had become imperative in view of the attainment of freedom by the country.

(iii) *Social Services*: The Board in agreement with the recommendations of the standing committee decided to reiterate their resolutions passed at the Thirteenth Meeting to the effect that 'The Government of India should establish an All India Council for Social Services and that the Council should prepare a comprehensive scheme for the development of social services.'

Item V. To receive and consider the views of the Inter-University Board in regard to the various matters referred to them.

In regard to the medium of instruction, the Board agreed with the views of the Chairman contained in his opening address, as to the importance of the problem in the present context and recommended that a representative committee should be appointed by the Government of India.

Item IX. (a) To receive the recommendations of the Scientific Manpower Committee appointed by the Government of India.

The Board endorsed the recommendations of the Scientific Manpower Committee and decided to recommend to the government that funds be provided immediately for implementing these

* The item numbers are according to the Agenda placed before the Board.

recommendations in order of priority in which they have been set out. In doing so the Board hoped that an accurate and reliable estimate of requirements in respect of scientific manpower, say for the next ten years, would be prepared so as to ensure that all the technical personnel trained would be properly employed.

The Board also recommended that scientific personnel should not, as far as possible, be drawn away from their research or other appropriate fields to do work of an administrative kind.

Item XIV (b). To receive and consider the report of the committee appointed by the Board on the formation of a National Education Commission to cooperate with the United Nations Educational Scientific and Cultural Organisation.

Shrimati Rajkumari Amrit Kaur, Chairman of the Committee, presented the report of the Committee which the Board adopted and expressed the opinion that the establishment of the National Commission was important if India were to derive the full benefit of her Membership of this international organisation.

Item XX. To consider (a) whether English should be retained in high schools from Class III to Class VI ; (b) the appointment of a committee to investigate the state of secondary education in India and to report on its aims and scope in the light of the present conditions and future requirements.

The Board in agreement with the standing committee, noted that they had already agreed that no provision for English should be made in the junior basic schools, i.e., up to Class V.

The Board considered the state of secondary education in the country, and in view of its importance in the whole structure of the educational system, decided to recommend that a commission may be appointed by the Government of India to review the present position of secondary education in India and to make recommendations.

FIFTEENTH MEETING

When and where held : 7th, 8th and 9th January, 1949
at Allahabad.

Chairman : Maulana Abul Kalam Azad, Minister
of Education.

Shri Sampurnanand, Minister for Education, United Provinces, welcoming the Chairman and members of the Central Advisory Board of Education, said :

Education is, and quite rightly, a provincial subject. But, while scrupulously refraining from infringing the autonomy which the provinces enjoy in this field, there is much that the Centre can do to help the provinces in discharging their increasingly heavy responsibilities. It can act . . . as a clearing house of ideas and experiences, an active agent for disseminating knowledge and making available to all provinces the experience gathered in one. It could arrange for the exchange of specialists among the provinces . . . And, above all, the Centre could help us with money. The finances of the provinces are not elastic and we are finding it difficult to meet our growing expenditure. Equipment may perhaps wait ; education, at any rate in the primary stage, may be carried on under the open sky ; but teachers must be paid.

The widening gulf between material advancement and spiritual development must be bridged, if humanity is to live. That we are citizens of a secular State does not mean that we should deliberately insulate ourselves against that Living Presence which pulsates in and through and around all of us. If India has a message, a message handed down by her seers and sages through thousands of years and embodied in the life and teachings of Mahatmaji, it is that the power of the Spirit must make itself felt in the performance of even the most material of our actions. If this is to be so, we must have before our eyes a clear idea of *purusharth*, the goal of human existence, and so shape our whole system of education, its whole content and technique, as to subserve that end. Without a definite philosophy to guide it, education becomes merely an aimless exercise, at best suited to

enable the individual to defeat his adversaries in a ceaseless, truceless battle of all against all.

Extracts from the Inaugural Address by Shrimati Sarojini Naidu, Governor of the United Provinces :

... Then there is the vexed question of what is going to be the national language. Nobody questions that a national language is necessary. But the national language dare not kill the language of any small minority within its border. The language most commonly understood and spoken by the people in this great country should become the language of the entire nation, but the question will still remain whether it will also be the language of the masses of the people or only of the educated classes. Should the language understood by the man in the street be the national language or should it be abstruse and difficult with various big words used in it, so that it would be unintelligible to the man in the street ? Should it be so difficult that a woman swinging the child's cradle cannot understand it ? I say that it cannot then be the national language. It could be the learned language, it could be the language of the educated classes, but it could not be the language the masses understood, whether it should be their own mother-tongue or not. The national language must approximate, as far as possible, to the language spoken and understood by the people.

Extracts from the Chairman's Address :

Basic Education: The first and foremost task of the national government is the provision of universal free and compulsory basic education for all. . . A Committee of Experts under the Chairmanship of the Hon'ble B.G. Kher was appointed and it has submitted its interim report. According to this report, universal compulsory basic education can be introduced within a period of 16 years by two five-year and one six-year plans. The first five year plan will aim at bringing such education to a major portion of the children of the country within the age group of 6-11. The second five-year plan will extend compulsion to the remaining children of the same age group so that at the end of ten years all children between the ages of 6-11 will be under compulsory instruction. The six-year plan will then extend the scope of

compulsion to 14 so that at the end of 16 years the programme of 8 years' basic education for children between 6-14, as envisaged by the Central Advisory Board, will be completely realized.

Social Education : In a Democracy, the provision of such education is all the more necessary as, without an educated electorate democracy cannot perform the functions expected of it. For this, we want not merely literacy, but mental development of the adults so that they can take an intelligent interest in the affairs of their country and the world. The scope of adult education has, therefore, been extended and to mark this change it is proposed to call it social education in future.

University Education : The recent world war has raised in every country of the world new questionings about the aims and objects of higher education. Such enquiry is of even greater importance to us in the context of our newly won freedom... We have appointed the Universities Commission to examine the problem of higher education in all its aspects... I am glad that we have as Chairman of the Commission so eminent an educationist as Prof. Sarvapalli Radhakrishnan.

Medium of Instruction : The Government of India agreed that the medium of instruction in the primary stages must be the mother tongue... There is no problem where the mother tongue of the pupil is also the State language, but where this is not the case, doubts have arisen on several points. It has not been clearly laid down at what stage the State language should be introduced as a second language. Nor is it clear when it should replace the mother tongue as the medium of instruction in schools. These and allied questions should be examined in detail.

Some Significant Resolutions/Recommendations :

**Item V. To receive and consider the reports of the following Committees :*

- (a) *Committee on Secondary Education* : The Government of India should be requested to appoint a Commission or Committee for Secondary Education.
- (b) *Committee on Medium of Instruction* : The aim of all universities should, however, be the replacement of

* The item number is according to the Agenda placed before the Board

English by an Indian language as the Medium of Instruction at the university stage in the shortest possible time consistent with the maintenance of standards of teaching and efficiency of training particularly scientific and technical subjects and also the preparation of books required for the purpose.

(d) *Committee on the Ways and Means of Financing Educational Development :*

1. The basic initial salary of a trained teacher should be Rs. 40 per mensem in a graded scale.
2. Being aware that the present condition of the country compels some of the provinces to resort to double shifts in schools, the Board felt that such practice was not conducive to the best interests of education and should therefore be given up as soon as conditions permit.
3. Students after appearing for their Matriculation or equivalent examination should, if required, serve as teachers for social education for such period and under such conditions as may be prescribed and government may enact necessary legislation for the purpose.
4. The Government of India should examine how far the problem of educational finance can be solved by developing the productive side of the basic system of education.

SIXTEENTH MEETING

When and where held : 8th and 9th January, 1950,
at Cuttack.

Chairman : Maulana Abul Kalam Azad,
Minister of Education.

Extracts from the Inaugural Address by Shri M. Asaf Ali, Governor of Orissa :

India has the unique distinction of being one of the survivors of the ancient civilized world, having travelled down the stream of time, under the arcade of many historical vicissitudes, to take up the fearsome challenge of the atomic age. About five or six thousand years ago the entire civilized world consisted of only five or six regions and five or six powers. They were ancient China, India, Iran, Egypt and the whole of that land in which flourished Judea, Mesopotamia, Assyria, and all the big Chaldean and other Semitic empires of the day. Greece was not born, nor was Rome. In that civilized world India pulled its own weight. Most of those powers have disappeared... India, however, has survived all these six thousand years ; but India has known a great many changes, including stagnation for centuries. But now India is fully aware, it is wide awake, and all her ancient ideals are reviving... The eyes of one-sixth of the human race inhabiting this ancient land are fixed upon the horizon to hail the dawn of peace in a happier and better world, which, let us hope, will be one world."

I must once again apologise to you for adopting so long a quotation from one of my 70 or more addresses of a similar nature during my term as India's Ambassador in the United States of America. But this is how I viewed India's role right in the heart of the sounding-board of international reactions and aspirations...

It is for those who are invested with the power to shape young lives during the formative period not to forget that knowledge howsoever wide will not be of much use in life, if the character of the recipient is not so shaped that he can make the best and the most beneficial use of his mental equipment for the good of society and the human race.

Extracts from the Chairman's Address :

In view of the demand for all-round expansion and improvement, it becomes necessary to fix an order of priority, so that our limited resources are not frittered away in attempting too many things simultaneously. You will remember that it was with this object in view that the Ministry of Education proposed that our immediate objectives should be four, namely :

- (i) the provision of basic education on a universal free and compulsory basis for all our school-going children ;
- (ii) the provision of adult education in order to wipe out the colossal illiteracy of our masses ;
- (iii) improvement and expansion of technical education in order to solve the problem of man-power for industrial and technical development ; and
- (iv) reorganisation and improvement of university education from a national point of view.

It is necessary to wipe out the illiteracy of 150 years and make our people efficient, productive, and responsible citizens of a democratic State. The new Constitution gives power to the people, but if this power is to be exercised with wisdom and foresight, it is necessary that the people must have the requisite knowledge. Even from the point of view of increasing the economic and industrial efficiency of the people, it is essential that our educational facilities must be expanded. As a famous economist has said, there are no poor or rich countries but only countries in which the people use their resources and countries in which they do not. Some parts of Africa are among the richest in the world in natural resources and yet the other parts of the world, poor in natural resources, have been developed and enriched through the knowledge and industry of their people. India will have to decide to which category her people should belong.

Some Significant Resolutions/Recommendations :

**Item XVII. To report the decision that teachers should retire at the age of 55 years.*

In the case of a government teacher the present age of retirement, i.e., 55, should continue, but in the case of a non-government teacher the age of retirement may be extended from 55 to 60 though the extension should not be automatic.

* The item number is according to the Agenda placed before the Board.

SEVENTEENTH MEETING

When and where held : 22nd and 23rd April, 1950, at New Delhi.

Chairman : Maulana Abul Kalam Azad, Minister of Education.

After welcoming the members of the Board, the Chairman said that the special session of the Board was held to consider primarily the Report of the University Education Commission. The Chairman continued that there was another problem which called for the Board's earnest and immediate attention, viz., the question relating to the spread of Hindi, specially in non-Hindi areas.

Some Significant Resolutions/Recommendations

Item I. (a) To receive and consider Report of the University Education Commission.

Chapter I

Historical Retrospect

This Chapter deals with the history of higher education in the country and makes no recommendations.

Chapter II

The Aims of University Education

The Board generally approved the recommendations of the Commission.

Chapter III

Teaching Staff : Universities and Colleges

- (i) The Board approved the recommendations (1) to (5), (8), (9) and (11).
- (ii) In regard to recommendation (6) the Board were of opinion that, in order to attract well qualified persons,

Chapters refer to the University Education Commission Report.

the scales of salaries for university teachers should be revised as recommended in the Report.

- (iii) As regards recommendation (7) the Board recommended that the scales of salaries suggested for affiliated colleges with or without post-graduate classes should also be given effect to as far as possible.

Chapter IV

Standards of Teaching

- (i) The Board approved the recommendations (3) to (12).
 (ii) In view of the Government of India's proposal to set up a Secondary Education Commission to examine the system of secondary education in the country, the Board felt that no decision should be taken at this stage on recommendation (2).

Chapter V

Courses of Study—Arts and Sciences

The Board approved the recommendations (2) to (5).

Chapter VI

Post-Graduate Training and Research : Arts and Science

- (i) The Board approved recommendations (1) and (3) to (14).
 (ii) The Board observed that a viva voce examination is not sufficient to test a candidate's general knowledge of the whole field of the subject. The words "an examination to test" should therefore be substituted for the words "a viva voce examination to test" in recommendation (2).

Chapter VII

Agriculture

- (i) The Board approved the recommendations (1) to (5) and (7) to (14).

Commerce

The Board approved the recommendations (1) to (3).

Education

The Board approved the recommendations (1) to (7).

Engineering and Technology

The Board approved the recommendations (1) to (7), (11) and (12).

Law

- (i) The Board approved the recommendations (1) to (3), (5) and (7) to (9).
- (ii) The Board decided that recommendation (6) should be deleted.

Medicine

The Board approved the recommendations (1) to (8).

New Profession

The Board approved the recommendations made under this Section.

Professional Education

The Board made the following general recommendations relating to professional education :

- (a) There should be an All India Council for each professional subject to prescribe proper standards.
- (b) All institutions for professional education, except those which form part of a university should be under the control of the Ministry of Education or of the State Department of Education concerned.

Chapter VIII

Religious Education

The Board approved recommendations (2) to (4).

Chapter IX

Medium of Instruction

- (i) The Board approved the recommendations (3), (4) (ii), (5), 6(i) and (7).
- (ii) It was agreed that recommendation (i) should be substituted by article 351 of the Constitution, which reads as follows :

"It shall be the duty of the Union to promote the spread of the Hindi language to develop it so that it may serve as a medium of expression for all the elements of the composite culture of India and to secure this enrichment by assimilating without interfering with its genius, the forms, style and expressions used in Hindustani and in other languages of India specified in the 8th Schedule and by drawing wherever necessary or desirable, for its vocabulary primarily on Sanskrit and secondarily on other languages."

Note. Discussion of this chapter also disposed of the item 1(b) of the agenda. (Report of the Committee on Medium of Instruction at the University Stage.)

Chapter X *Examinations*

The Board generally approved the recommendations (1) to (8).

Chapter XI *Students, Their Activities and Welfare*

The Board approved the recommendations (1) to (11) and (13) to (48).

Chapter XII *Women's Education*

The Board generally approved the recommendations (1) to (19).

Chapter XIII *Constitution and Control*

The Board generally approved the recommendations (1) to (11).

Chapter XIV *Finance*

The Board generally approved all the recommendations (1) to (6) in this Chapter and added that the recommendations of the University Education Commission, as accepted by the Board, would be totally unfruitful if the financial support of the Government of India was not forthcoming. They, therefore, urged the Government of India to make a definite beginning from 1951-52.

Chapters XV & XVI

Banaras, Aligarh and Delhi Universities and other Universities

In regard to the recommendations contained in these chapters the Board endorsed the Commission's recommendation (1) in Chapter XV in respect of Aligarh and Banaras Universities. With regard to the other recommendations, the Board resolved that the Central Government should take up the matter with the individual Universities and States concerned and take such steps as may be necessary.

Chapter XVII

New Universities

The Board approved the recommendations (1) to (5).

Chapter XVIII

Rural Universities

The Board approved the recommendations of the Commission in this Chapter.

Item IV. To consider what steps should be taken to encourage and popularise Hindi in non-Hindi States:

Dr. Tara Chand explained that certain suggestions including the following were already before the Government of India but that the latter would welcome further suggestions from the Board:

1. For all examinations for recruitment to Central Services there should be a compulsory paper in Hindi.
2. All employees of the Central Government should be required to pass a test in Hindi.
3. There should also be prizes for such government servants whose mother tongue is not Hindi and who acquire proficiency in the language.
4. Special efforts should be made to spread Hindi in non-Hindi speaking areas and the Government of India should support such efforts.

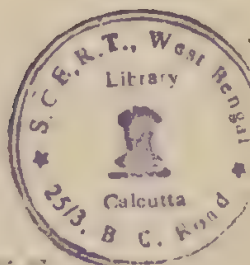
The following further suggestions were made:

1. If Hindi is to become effectively and quickly the Federal Language, it should, to begin with, be such as can be commonly understood.
2. A distinction should be made between the written and spoken Hindi. While the latter should be easy so as to be commonly understood, the former should draw more and more from Sanskrit so as to bring Hindi closer to the languages of non-Hindi speaking areas, such as Bengal, Assam and Maharashtra.

S.C.E.R.T., West Bengal

Date 30.3.77

Acc. No. 2578



EIGHTEENTH MEETING

When and where held : 12th and 13th January, 1951, at Trivandrum.

Chairman : Shri B.G. Kher, Chief Minister, Bombay (in the absence of Maulana Abul Kalam Azad).

Dr. Tara Chand, Educational Adviser to the Government of India, addressed the Board :

I have been asked by the Chairman, Hon'ble Maulana Abul Kalam Azad, to convey to you his deep regret for his inability to attend this meeting of the Board. He has also asked me to request Hon'ble Sri B.G. Kher, Chief Minister and Minister of Education of the Bombay State to take the Chair at this meeting of the Board.

And if I may, shall I say that the Government of India look upon this All India Advisory Board as the extra-Constitutional Parliament for the formulation of these ideas and ends? Although the Board has no legal or statutory authority, it has a moral authority which the Government of India has treated as binding and which I hope the State Governments are treating in the same manner.

Education is an all-India affair, and education is an organic whole. It is difficult to determine priorities in its different aspects. We cannot say that for this year or during the next five years we will pay less attention to higher education or secondary education and concentrate only on basic and social education. Higher education and secondary education need as great and as immediate attention as primary education, for if our universities are neglected we will be neglecting the education for leadership in all departments of national life and obviously that will be disastrous. Secondary education is the hinge upon which depends the health and soundness of higher education for which it produces feeders and the strength and efficiency of primary education for which it prepares teachers.

Extracts from the Chairman's Address (Sri B.G. Kher) :

Another question which is engaging the attention of the Board as also of all the State Governments is the question of

secondary education and the necessity to devise methods for greater uniformity and coordination at least in regard to standard and duration. The Government of India is not now in a position, it appears, to establish a Secondary Education Commission which it had hoped to do.

With the advance of higher education a large number of young men who have spent considerable time and money in acquiring higher education legitimately expect, at least some employment, which will help them to live and maintain those who depend upon them. If the State does not provide occupation and means of sustenance for them their energies are bound to be guided into anti-social channels . . . It is necessary that there should be some guidance from your Board for the leisure time activities of students, particularly the age-group of 14-20. Healthy recreation, sports, scouting, work camps, holiday camps will have to be provided as an outlet for the energies of the students while vocational guidance, employment bureaux and adjusting the educational systems to the needs of society are some of the directions in which the problem of educated unemployment will have to be tackled without delay.

Some Significant Resolutions Recommendations :

**Item II. (a) To receive a report on the progress of the educational development plans implemented by the State Governments.*

It was resolved that the Scheduled Castes and Backward Classes may be encouraged by award of stipends but there should be no special hostels, schools or classes exclusively for them.

Item VII. To consider the question of secondary education in the different States and devise methods for greater uniformity and coordination at least in regard to standard and duration.

The Board reiterated the resolution passed at their 15th Meeting that the question of secondary education was of such vital importance and involved such important and urgent issues that a Secondary Education Commission should be appointed by the Government of India at a very early date.

*The Item Numbers are according to the Agenda placed before the Board.

Item XVI. To consider a proposal to introduce Gandhian Literature as a compulsory subject to be taught in all schools and colleges.

Realizing that it would be undesirable to introduce compulsion in a matter like this, the Board recommended that the attention of the State Governments should be drawn to the obvious desirability of the life and teachings of the Father of the Nation being studied in all educational institutions.

Item XVIII. To consider the question of abolition of corporal punishment in schools in India.

The Board did not think it necessary to make any recommendation on the subject but resolved that the attention of the State Governments may be drawn to the question.

NINETEENTH MEETING

When and where held : 15th and 16th March, 1952, at New Delhi.

Chairman : Maulana Abul Kalam Azad, Minister of Education.

Extracts from the Chairman's Address :

I am happy that a National Planning Commission has been set up to ensure that our material and human resources are put to the best use in the development of the country. Such a Commission can indicate the objectives and prepare the blue-prints but the fulfilment of the programme will depend upon the quality and character of our people. This quality and character can be improved only through a system of creative education in which all individuals are given the opportunity of developing their capacities to the fullest extent. I feel that national planning must therefore aim not merely at the utilisation of our existing resources but at the creation of a new type of mind. We want in India of the future men and women of vision, courage and honesty of purpose who will be able to play their part worthily in every field of national activity.

Some Significant Resolutions/Recommendations :

**Item V. To consider the reports of the following committees of the Central Advisory Board of Education.*

(b) The Committee on the Productive Aspect of Basic Education.

The Board expressed the view that the element of craft work in basic education is of such educational importance and value that, even if no economic considerations were involved, it is necessary to replace ordinary primary education by basic education in a

*The Item Numbers are according to the Agenda placed before the Board.

planned manner. In carrying out this programme, special attention of the State Governments should be drawn to the fact that a system of education cannot be considered as basic education in the real sense unless :

- (a) it provides an integrated course including both the junior and the senior stages ; and
- (b) it places adequate emphasis on craft work in both its educational and productive aspects.

Item X. To consider the medium of examination at the matric stage for students who have studied in their mother tongue which is different from the regional language prescribed as the normal medium of examination.

The Board recommended that the medium of examination at all stages should be the same as the approved medium of instruction.

TWENTIETH MEETING

When and where held : 9th and 10th November, 1953, at New Delhi.

Chairman : Maulana Abul Kalam Azad, Minister of Education.

Extracts from the Chairman's Address :

I would, in this context, like to place before you my conception of the function of education in society. Every individual has a right to an education that will enable him to develop his faculties and live a full human life. Such education is the birth-right of every citizen. A State cannot claim to have discharged its duty till it has provided for every single individual the means to the acquisition of knowledge and self-betterment . . . To my mind, the requisite standard for such education is the secondary stage and I am convinced that regardless of the question of employment, the State must make available to all citizens the facilities of education up to the secondary stage.

Beyond this stage, the position is somewhat different. When we consider the facilities for higher education in a State, we must match the facilities to the needs of society. Any maladjustment between demand and supply at this stage would create problems which the State must at all costs seek to avoid . . . In the field of economics, there is always close correlation between demand and supply. Any deviation from such correlation leads to social crises. In the field of higher education, we must accept the same law and fashion the supply according to the demands of society.

The Commission whose report has recently been published and which you are going to consider today has already recommended that secondary education should be reorganised. It must be the completion of education for the vast majority of the people. At present it is only a stepping-stone to education in universities. In future, it must be for the majority the entrance to life in various industries, crafts and professions and serve as an entrance to higher education only for a select minority.

The educational picture I have is that of universal education of the basic pattern for all children of school-going age, followed by a diversified secondary education. Thereafter, we must have for a select minority facilities for higher education in all fields of arts and science and see that this is of the highest standard.

We have been emphasising for years the need for educational reform, but so far no practical step could be taken in this direction... The University Commission's Report has been with us for the last four years and we have recently received the report of the Secondary Education Commission as well. We must now seriously consider how best to implement the recommendations of these two Commissions as soon as possible.

It was important in this connection to create an effective and permanent agency to supervise the standards of university education and coordinate them. Accordingly, the Government of India are setting up a University Grants Commission of which the formal announcement will be made very soon.

Some Significant Resolutions/Recommendations :

**Item V. Report of the Secondary Education Commission.*

The Board authorises the Chairman to appoint a committee to report to the Board at its next meeting regarding the recommendations which could be implemented by the Central Government and which could be recommended for implementation to the State Governments, and also the order of priority of their implementation.

Item XII. The settlement of disputes between managements and teachers for ensuring security of tenure for teachers in the non-governmental schools and colleges.

The Board recommended that the State Governments should set up suitable machinery to safeguard teachers from possible unwarranted dismissal and other injustices.

*The Item Numbers are according to the Agenda placed before the Board.

TWENTY-FIRST MEETING

When and where held : 7th, 8th and 9th February, 1954, at New Delhi.

Chairman : Prof. N.K. Sidhanta, Professor, Lucknow University (in the absence of Maulana Abul Kalam Azad).

Extracts from the Inaugural Address of the Board's Chairman (Maulana Abul Kalam Azad) read by Shri Humayun Kabir, Secretary, Ministry of Education :

Of the various stages of school education, the one which is in most urgent need of reform is that of secondary education. You will remember that the Secondary Education Commission has already surveyed this field, and you have appointed a committee to study its recommendations and select those which ought to be put into effect immediately.

One of the major recommendations of the committee you appointed is that the educational structure in the country should eventually consist of 8 years' integrated elementary (basic) education, 4 years of secondary education and 3 years of university education... The Committee has drawn special attention to the Commission's recommendation that Languages, General Science, Social Studies and a craft should form the core-subjects of secondary education for all. In addition, the Committee has given the highest priority to the introduction of Diversified Courses.

The Committee has also reported that there should be one examination at the end of the secondary course. Greater emphasis should, however, be placed on periodical tests and the regular progress report of students in the curricular and co-curricular activities.

Since the attainment of independence, there has been a marked deterioration in order and discipline among students... This has become a cause of national concern, and everyone who has any sense of responsibility is troubled by these developments.

The student of today is the potential leader of tomorrow. He will have to sustain the social, political and economic activities of the community. If he is not properly trained and does not develop the necessary resources of character and knowledge, he cannot supply the leadership which the nation will need. We must, therefore, adopt measures which will eradicate the causes of student unrest and make the universities creative centres of learning and leadership.

Some Significant Resolutions/Recommendations :

Item V. Report of the Secondary Education Commission together with

- (a) *The Report of the committee on the implementation of the recommendations of the Commission.*

The Board approved generally the Report of the Secondary Education Commission and endorsed the priorities in the field of secondary education listed by the Implementation Committee in their report.

Item VI. Report of the committee on the implementation of the recommendations of the University Education Commission.

The Board accepted generally the report of the Committee on the implementation of the recommendations of the University Education Commission and resolved that :

- (a) Measures should be taken for the reconstruction of University Senates, Syndicates and Academic Councils.
- (b) In teaching work, great emphasis should be placed on the tutorial classes so that the number of hours devoted to tutorial classes is at least the same as that devoted to lectures. A tutorial class should not have more than 10 students.
- (c) The salary grades of teachers should be improved on the lines proposed in the Report.
- (d) Each University should offer at least 100 scholarships to be awarded each year, or scholarships equivalent to one per cent of its student strength—whichever is greater—for poor but meritorious students.

Item VII. A Note on the problem of girls' education in rural areas, prepared by the Secretary, Ministry of Education.

The Board approved generally the note on girls' education in rural areas and drew special attention to the following recommendations :

- (a) Wherever possible, rent-free accommodation should be provided for teachers within the school precincts.
- (b) For the next five years the educational qualifications essential for women teachers should be suitably relaxed at the discretion of the Education Departments concerned.
- (c) Girl students, who are willing to take up teaching as a profession after their schooling, should not be charged tuition fees in classes VII and VIII and should, in addition, be given stipends in the higher classes and during the training course.

Item VIII. A Note on student indiscipline, prepared by the Secretary, Ministry of Education.

The Board considered the note on student indiscipline and approved the various suggestions contained in it. In particular, the Board recommended that :

- (a) A survey should be made of the living conditions of students in metropolitan cities and the State Governments should prepare programmes for constructing school and college hostels in these areas in accordance with the needs revealed by the survey ;
- (b) It is essential that salary scales of teachers at all levels should be improved ;
- (c) Refresher courses and such amenities as holiday camps, convalescent homes and residential quarters, etc., should be provided for teachers of all grades ;
- (d) Students in secondary schools and colleges should be given greater opportunities for participating in such co-curricular activities as the National Cadet Corps, Manual and Social Service and Scouting and Guiding.

TWENTY-SECOND MEETING

When and where held : 12th, 13th and 14th January, 1955,
at New Delhi.

Chairman : Maulana Abul Kalam Azad, Minister
of Education.

Extracts from the Chairman's Address :

The duration of secondary education has been a subject for controversy over a number of years. Unfortunately, even the Secondary Education Commission did not give a clear lead in this matter and left it to the States to have either an 11 or a 12-year secondary course. This has made it difficult to correlate secondary education with the universities and to ensure that there will be a uniformity of pattern both at the secondary and university levels throughout the country . . . It was agreed to get round the difficulty by prescribing that 17+ should mark the end of secondary education. There can be doubts and differences about the standards and courses in secondary schools but there can be no doubt about a prescribed age . . . Since the Constitution lays down six as the commencement of compulsory education for all, this would favour an 11 years' course of 6 to 17+. However, this is a matter which requires careful consideration and I hope that the Board will give a clear lead to all the States.

We are all agreed that the standards of secondary education need to be raised. It has been suggested that the extension of the secondary course by one year will raise the standard of attainment and prepare pupils for entry into various vocations.

Another defect of the existing system of secondary education has been the lack of facilities for pupils with different abilities, aptitudes and tastes. The need to establish a large number of multi-purpose schools is, therefore, obvious but in spite of encouraging beginnings in some of the States, the vast majority of secondary schools are yet of an academic type.

Steps have also been taken to set up a Textbook Research Bureau and a Bureau of Vocational and Educational Guidance. You

will agree that improvement in the quality of textbooks is essential if secondary education is to improve. In view of the proposed diversification of courses, it is equally important to ensure that pupils select their courses according to their aptitude, taste and ability. Immediate steps are, therefore, necessary to organise educational and vocational services, though these need not be of a very elaborate character in the beginning.

You will agree that the key to all educational improvement lies in a better type of teachers. Efforts are being continually made for the better training of teachers and generally improving their professional efficiency. I mentioned to you last year about the All India Headmasters' Seminar, which was held at Simla. Its results were so promising that during the current year eight more seminars on a regional basis have been organised. In addition, some of the States have organised their own Headmasters' Seminars. I am convinced that these seminars are one of the most effective types of in-service training and represent one of the best forms of investment in education.

In view of the urgent need of improving the quality of secondary education, it would be desirable to set up a smaller body which could meet more frequently and review from time to time the progress made. I am, therefore, contemplating the setting up of a Council of Secondary Education more or less on the lines of the All India Council for Technical Education. The proposed Council will review the progress of secondary education throughout the country and serve as an expert body to advise the government about improvement and expansion of secondary education in all its phases.

The current year has also been marked by intense and varied activity in the field of culture. You are aware that a national academy of letters, the Sahitya Akademi, was set up in March and a national academy of fine arts, the Lalit Kala Akademi, in August, 1954. The National Gallery of Modern Art was opened in March, 1954.

There is one other matter to which I would like to refer before I conclude my survey. We all profess our devotion to the ideals which Mahatma Gandhi set before this country and the world but I have to say with regret that our practice does not always conform with our professions. Gandhiji believed in the innate dignity of man and had an equal reverence for all religions. For him, toleration was not a mere negative virtue of bearing with others differing from him but a positive quality which was marked

by love and reverence for all human beings. It is a matter for regret that these basic human values which have been proclaimed by all religions and were reiterated by Gandhiji in his life and teachings, do not find a proper place in the curriculum of our institutions.

I feel that the time has come when we should prepare a syllabus of his teachings for the use of educational institutions throughout India.

Some Significant Resolutions/Recommendations :

Item X. To consider the desirability of establishing parity of standard in schools in different States.

The Board after very careful consideration of the stage of termination of secondary education and the qualifications necessary for entry into the universities arrived at the following unanimous conclusions :

- (a) The degree course should be of three years and 17+ should be the minimum age for entry into universities.
- (b) The end of secondary education at 17+ should mark a terminal stage in education and prepare students for life.
- (c) The last class in the secondary stage should be called the 11th class and may be reached after schooling of not less than ten years, the actual duration of the school system in the various States to be determined by the State Governments concerned.

Item XII. To consider the desirability of inclusion of Gandhian Philosophy and Ways of Life in the curricula of high schools and university stage.

The Board authorised the Chairman to appoint a committee to consider the desirability of inclusion of Gandhian Philosophy and Ways of Life in the curricula of high schools and university stage.

TWENTY-THIRD MEETING

When and where held : 14th and 15th January, 1956, at New Delhi.

Chairman : Maulana Abul Kalam Azad, Minister of Education.

Extracts from the Chairman's Address :

Before however I review our past progress or consider proposals for the future, I think it necessary to remove a serious misunderstanding in certain circles. They often ask why a special commission was not first appointed to consider the future of elementary education before commissions on university education and secondary education were appointed. Such comments surprise me. Those who ask these questions seem to have forgotten all that has happened in India in the last 20 years. You will remember that as early as 1937, Gandhiji had been reflecting over the reform of elementary education and measures for the provision of universal education for the country. He appointed the Zakir Husain Committee to make specific proposals in this behalf which formulated the scheme of basic education. This received the blessings of Gandhiji and was adopted as the educational pattern at the elementary stage.

On the formation of the National Government in 1947, the matter was further considered and the Kher Committee was appointed to suggest ways and means to give effect to the implementation of a programme of national basic education. The report of this Committee was also accepted by Government of India on the recommendation of the Central Advisory Board. All State Governments also endorsed the decision. It is, therefore, surprising that any person should now say that the question of elementary education was not adequately considered by the Government of India.

In the field of elementary education, a beginning has been made in converting the traditional pattern into basic. We have selected in each State an intensive development area where all elementary schools have been converted into basic schools. Basic

training is provided at both the under-graduate and the post-graduate levels.

In the Plan Frame which the Planning Commission published, most of the physical targets enunciated by the Ministry of Education were accepted. When, however, the costs were calculated, and it was found that the implementation of this programme would involve over rupees one thousand crores, the Planning Commission suggested that the Ministry should revise the plan and bring it down to about rupees five hundred crores. After careful examination, it was realised that a drastic reduction in the physical targets was inescapable. Accordingly, a revised plan was drawn up.

I must confess that I was considerably disappointed when this revised plan was drawn up. I reconciled myself to this reduction on the ground that planning must be based on the economic resources of the community. While I fully recognise the importance of developing our water resources, agricultural potential and industrial capacity, I have held and still hold that there must be a right proportion between physical and mental development which is not possible without spread of education at all levels. All material improvement must ultimately depend on the intellectual and mental growth of the people.

As you are aware, even this modest figure of Rs. 526 crores has not yet been accepted as part of the second plan. I believed that in a plan approximating rupees five thousand crores, a demand for a little over Rs. 500 crores for education is neither extravagant nor unjustified. I am continuing with my endeavours and it is my resolve that we must try to provide a reasonable allocation for education in the second plan.

Some Significant Resolutions/Recommendations :

Item 3. (c) To consider the following report :

Report of the Committee on the teaching of Gandhian Philosophy.

The Board approved the report and strongly recommended that efforts should be made to promote the teaching of Gandhian thought at different stages.

Item 8. To consider the progress made in securing the cooperation of universities and boards of secondary education

in introducing the new pattern of secondary and university education.

The Board felt concerned that progress made in securing the cooperation of universities and boards of secondary education in introducing the new pattern of secondary and university education was slow.

The Board recommended, therefore, that the Government of India and State governments should pursue the matter vigorously with the universities and the boards of secondary education.

The Board discussed the issue of finances required to complete the reorganization of the secondary and university stages and felt that the provision of Rs. 320 crores suggested for education in the Second Five-Year Plan was totally inadequate for this purpose. The Board passed the following resolution :

"This meeting of the Central Advisory Board of Education has given careful consideration to the provision proposed in the Second Five-Year Plan of Educational Development in the country, and regrets to note that the importance of education for national development and progress has not been fully appreciated. It is definitely of the opinion that the amount of Rs. 320 crores is utterly inadequate even to meet the barest needs of the situation and it would not be possible to formulate any worthwhile Plan within this figure. The Board strongly recommends that a sum of at least Rs. 500 crores should be provided for this purpose."

Item 9. To report the formation of the All India Council for Secondary Education and consider a report on the work done so far.

The Board was glad that an All India Council for Secondary Education had been set up to advise the Central and State Governments on the implementation of the recommendations of the Secondary Education Commission and appreciated the work done by the Council so far.

Item 13. To consider the institution of an All India Education Service.

The Board recommended that, in view of the recommendation of the S.R.C. that certain All India Services should be constituted,

the question of instituting an All India Education Service should be further explored.

Item 17. To receive and consider a note by Shri G. Ramachandran on Basic Education and the Shift System.

With regard to the shift system, the Board was of the opinion that the shift system should only be regarded as a temporary device to be adopted under special conditions of emergency and that it should not be taken as providing anything like a solution of the problem of mass education.

TWENTY-FOURTH MEETING

When and where held : 16th and 17th January, 1957 at New Delhi.

Chairman : Dr. K. L. Shrimali, Deputy Minister of Education, presided over the meetings of the session (in the absence of Maulana Abul Kalam Azad who had conveyed his inability to attend the meeting).

Extracts from the Address of the Board's Chairman (Maulana Abul Kalam Azad) read out by Dr. K. L. Shrimali :

Even this brief survey should make it clear that important reforms have been initiated in elementary, secondary and university education. It is, therefore, not correct to say that there has been no change in the old system. Of course, the results will not be seen in a day. We must not forget that India is a vast country with many regional differences and served by over 30 universities, some 1,400 colleges, 12,000 high and two lakhs of elementary schools. Changes which affect such an area and so many institutions must necessarily take time.

I am convinced that national interests demand that every pupil in the secondary stage should study three languages compulsorily. He must study first his State language, second, Hindi, if it is not the State language and third, English. If Hindi is the State language, he must study another modern Indian language. I consider it necessary that every pupil in the secondary stage should study two modern Indian languages in order to get an insight into the richness and complexity of our composite Indian culture. Similarly, he must study English if we are not to lose our contacts with the currents of modern thought and the great scientific progress of the Western world.

Ultimately, however, all reform in education depends on the quality of our teachers. I have mentioned to you the changes we are seeking to bring about in elementary, secondary and

university education. These changes will not give the desired result unless there are efficient and devoted teachers to carry them out. Poor wages and loss of social status have been perhaps the main reasons why there has been a fall in the quality of teachers in recent years. You are aware that some measures have already been taken to remedy this state of affairs.

The role of the teachers is decisive in determining the character of the future generations but they also cannot be fully effective unless they receive the fullest cooperation from parents. We often hear of problems of discipline in educational institutions. These can be solved only by cooperation among parents and teachers... If the teachers keep a constant watch on the pupil's record in school and supply parents with weekly reports—as is the general practice in the United Kingdom—the parents will be kept in touch with the progress or otherwise of their children. If in addition, there are occasional meetings between parents and teachers, perhaps once in a month, they can understand one another's problems better.

Some Significant Resolutions/Recommendations:

Item 3. To consider the following reports :

- (a) *Report of the proceedings of the Standing Committee of the Central Advisory Board of Education on Basic Education—Report of Assessment Committee on Basic Education.*

The Board was also of the opinion that hereafter no new non-basic training schools should be opened. The Board expressed concern that in certain States, boys passing out of senior basic schools did not get admission to high schools. It was noted that one of the difficulties had been that English did not find place in senior basic schools. The Board, therefore, recommended that English might be introduced into senior basic schools in the corresponding classes so that this difficulty was removed.

- (b) *Report on the work of All India Council of Secondary Education.*

The Board expressed its appreciation of the work done by the All India Council for Secondary Education particularly in opening Extension Services Departments in the teacher-training institutions and in organising a large number of seminars and workshops which provided opportunities to teachers all over the country to come together and discuss some of the pressing educational problems.

TWENTY-FIFTH MEETING

When and where held : 6th & 7th February, 1958, at New Delhi.

Chairman : Maulana Abul Kalam Azad, Minister of Education.

Extracts from the Chairman's Address :

... Regardless of the date when Hindi may be brought into use as the official language of the Union, we must make every effort to develop it as rapidly as possible. ... The absence of suitable scientific and technical terminology has hindered the progress of the language but you will be glad to hear that the preparation of terms for the secondary stage has now been completed and work taken in hand for preparing terms at the university stage. I have every hope that this work will be expeditiously performed and remove one of the main obstacles to wider use of Indian languages at different stages of education. A programme for the translation of scientific and technical books into Hindi has also been taken in hand.

I would, however, like to point out that in our present circumstances, knowledge of English is essential if adequate standards are to be maintained in the universities.

You are aware that educationists have been worried by the fall in the standard of English which is to some extent responsible for the fall of standards in general. The improvement of standard of English at the secondary stage has, therefore, become a matter of great urgency. You will be glad to hear that with the assistance of the British Council and the Ford Foundation, the Ministry has finalised a scheme for establishing a National Institute of English Studies at Hyderabad.

The views of Dr. Penfield, one of the recognised brain specialists of the world, on the subject of learning foreign languages have been circulated to you among the agenda papers. Dr. Penfield holds the view that pupils can pick up a foreign language most quickly before they have completed their early teens. This

would seem to offer justification for introducing the study of English at the end of the junior basic stage.

I may in this connection refer to the establishment of the All India Council for Elementary Education. This Council will advise the State Governments on all matters pertaining to elementary education and offer suggestions for accelerating the pace of expansion of elementary education so that the directive of Article 45 of the Constitution may be fulfilled as early as possible.

We are anxious for the expansion of education and also improvement in its quality. There has been a good deal of criticism about standards in recent times and it has often been said that undue emphasis of examinations is responsible for the deterioration . . . We were glad to welcome last year Dr. B. S. Bloom, an eminent American educational expert, who made certain concrete suggestions for gradual and steady improvement or methods of examination. In furtherance on the same end, the All India Council for Secondary Education has now decided to set up examination unit which will conduct research in the field of examinations and evaluate and prepare material which could be utilised for improving examination techniques.

Some Significant Resolutions/Recommendations :

Item 3(1). Report on the Development of Physical Education, Sports and Games, Scouting and Guiding and National Discipline Scheme.

The Board noted that there were four types of organisations working in the educational institutions in the field of physical education, namely, Scouting, A. C. C., N. C. C. and National Discipline Scheme. There were also a large number of children who were not covered by any one of the above organisations. The Board felt that the time had come to assess the educational benefit in the light of the cost of each of the four schemes. The object should be to bring the largest possible number of children under one or other scheme which was the cheapest and the soundest from the educational point of view.

Item 10. To consider the organisation of special courses for enabling teachers in Secondary Schools to acquire a Master's Degree.

The Board recommended that facilities for appearing as private candidates at M.A./M.Sc. examinations of universities should be extended to practising teachers.

Item 11(a). Preliminary draft of a Model Perspective Plan for the Development of Education.

The Board suggested that the Plan might be referred to the State Governments. In this connection the Board endorsed the recommendation made by the Education Ministers' Conference held in September, 1957 to the effect that universal, free and compulsory education for all children up to the age of 11+ should be introduced by the end of 1965-66 at the latest.

TWENTY-SIXTH MEETING

when and where held : 15th and 16th January, 1959, at Madras.

Chairman : Dr. K. L. Shrimali, Minister of Education.

Thanking the Chairman and members of the Central Advisory Board of Education, Shri Bishnuram Medhi, Governor of Madras, said :

I would like to bring to your notice the midday meals scheme which has been undertaken by the government as well as by other institutions and voluntary agencies in this State. The free midday meals scheme that has been put into effect in this State under the State-wide movement in this behalf is an excellent scheme which will induce the children of the poorer sections of the people to come to school. In most cases, these children could not afford to bring their own meal to the school nor could they expect to get a meal at home immediately on return from school. A free midday meal provided for a child in the school will help it to take more interest in learning lessons. A sum of Rs. 20 lacs has been provided during the current year for the free midday meals scheme and there are many voluntary agencies which have come forward for the supply of meals in other schools including aided institutions.

There is another scheme which has been put into effect in this State, under which prominent people of the villages have come forward to help in the maintenance of village school buildings, in the provision of equipment for the schools, in the improvement of buildings, in laying of gardens, gift of library books, etc. This is really an example of the people's movement in the field of dissemination of knowledge and popularisation of education.

Extracts from the Chairman's Address :

The Board suffered an irreparable loss by the death of its former Chairman, Maulana Abul Kalam Azad, who had presided

over the deliberations of the Board for the last 10 years. It was our good fortune that the foundation of the educational system in free India was laid by a man of such great vision, profound scholarship and large-heartedness. Maulana Azad will be remembered by the future generations not only as one of the makers of modern India but also as the architect of the new education system which we are trying to build up after independence.

We have made some progress in the expansion of elementary education but we are still far reaching the goal laid down in the Constitution. On account of lack of adequate financial resources we are compelled to cut down our immediate target of 6 to 14 years of compulsory education to 6 to 11 years and that too to be fulfilled by the end of the Third Five-Year Plan. It must, however, be pointed out that, unless there is dedicated and unrelenting drive behind our efforts, even the reduced target may remain unfulfilled.

You may remember that the Government of India had appointed a committee last year under the Chairmanship of Shrimati Durgabai Deshmukh to consider the question of girls' education and to suggest special measures to make up the necessary leeway in this field. This committee has now submitted its report. The education of girls is lagging very much behind that of boys. The percentage of girls of the age-group 6-11 years attending the schools during 1956-57 is only 35.4 whereas that of the boys for the same age-group is 73. The report has drawn pointed attention to the fact that unless we close this gap and give special attention to the education of girls for the next few years our targets for free and compulsory education will remain a mere dream.

With regard to basic education, doubts regarding its utility continue to arise in the minds of people. Twenty years have passed since the idea of basic education was first mooted by Gandhiji. Though the original conception has undergone considerable changes in the light of experience and experimentation, the unsympathetic or ill-informed critics continue to harp on those aspects which are no longer accepted as essential features of basic education. The principle underlying the system, which combines education with productive work, is a sound one and has recently been re-asserted by one of the most advanced countries—Soviet Russia. If the system of basic education has not given satisfactory results in some States, it is not due to faulty education principle but to lack of adequate preparation and skill on the part of teachers and proper guidance by the Education Departments of the States.

The country has taken another big step forward by deciding to convert all high schools into higher secondary schools or multi-purpose schools. While this reorganisation is taking place, we must remember that the ultimate success of the scheme depends not on adding a few rooms or some furniture or teaching aids but by improving the quality and standards of teaching so that the boys and girls going out of these schools may be fully equipped for life. The tendency among the students—and even amongst some educationists to look to high school education as an adjunct or stepping stone to higher education still persists and this tendency must be arrested by giving the students adequate preparation for suitable vocations.

There is at present great wastage both of money and human resources in our colleges and universities. The percentage of failures at the Intermediate and Graduate level is 54·7 and 48·7 respectively which means that out of the meagre resources available for higher education, we are wasting nearly 50 percent of funds at each stage over students who are unfit for university education. Moreover, by crowding the colleges and universities they are keeping out those boys who could genuinely benefit by higher education and make their contribution to social development. This wastage must be stopped by making a proper selection of students at the time of admission.

While we all recognise the value of games in the context of national prestige, we have done very little to develop sports in schools where foundations of future greatness are really laid. . . In order to arouse in the youth an enthusiasm for physical fitness, we have also launched a National Physical Efficiency Drive, with the introduction of graded national tests for both men and women. The National College of Physical Education which has been established at Gwalior is the first institution of its kind in India to impart a three-year degree course in physical education.

Some Significant Resolutions/Recommendations :

Item No.3. Report from the Government of India and State Governments about the action taken on the recommendations of the Board made at its last meeting.

Provision for Education in the Second Five-Year Plan : The Board was of the opinion that the reduction of the overall allocation

for education from Rs. 307 crores to Rs. 275 crores was most unfortunate. The Board recommended that, if possible, the original allocation should be restored and all possible steps should be taken for the utilisation of the entire provision within the remaining period of the Plan.

Second Deshmukh Committee Report : The Board considered the question of three-year degree course in the light of the Second Deshmukh Committee Report and was strongly of the view that, having regard to the fact that almost all the universities and even the Uttar Pradesh Government (where there were very special difficulties) have fallen in line with the proposal and that about 18 or 20 universities have already introduced the three-year degree course, the University of Bombay should also fall in line with the scheme at an early date in the interest of uniformity of standards.

Item No. 4. To consider measures to be taken to accelerate the pace of conversion of high schools into higher secondary schools on the reorganised pattern.

The Board recommended that from the year 1960-61, all new secondary schools should be given affiliation only on the new pattern of higher secondary schools.

The Board agreed with the recommendation of the All India Council for Secondary Education that high priority should be given to the conversion of high schools into higher secondary schools and that the upgrading of high schools should be regarded as an essential feature of the whole scheme of reorganisation of secondary education.

Item No. 5. To consider measures to be taken for the training of adequate number of teachers for the new secondary schools.

Regarding teacher training, the Board recommended that the scheme for such training should be on the following lines :

- (a) That all heads of departments employed at the higher secondary stage should be M.A.'s or M.Sc.'s having pedagogic training of the B.T. standard.
- (b) That teachers should put in one academic year's study in the university for the course concerned, at the end

of which he should either take the M.A. or M.Sc. examination to be held for the regular students preparing for these courses or sit for a diploma examination.

- (c) That a candidate should be allowed to sit for either or both the diploma and the degree examinations conducted by the university.

Item No. 9. To consider the place of Sanskrit in school curriculum and modifications suggested by the Sanskrit Commission to the three-language formula.

The Board carefully considered the recommendations of the Sanskrit Commission which envisage the modification of the three-language formula with a view to including Sanskrit as a compulsory subject of study in the secondary curriculum. While the Board fully recognised the importance of the study of Sanskrit both from the cultural and linguistic points of view and the need for encouraging it in all possible ways, it felt that it would not be desirable to include a fourth language as a compulsory subject, as this would either make the curriculum much too heavy or result in substituting Sanskrit in place of Hindi, which is the official language of the Union. The present three-language formula which has been approved by the Central Advisory Board of Education, should not, therefore, be disturbed as it provides for the study of Sanskrit either on an optional basis as a separate subject or as part of the composite course.

Item No. 12. To consider the problem of limiting admission to universities.

The Board considered the question of limiting admission to universities. It reiterated the principle that access to higher education has to be regulated by adjudged capacity of students to benefit from higher education with due regard to the needs of backward communities.

Item No. 15. Religious and moral instruction in educational institutions.

The Board stressed the need to make provision for moral and spiritual instruction in all educational institutions. It authorised the Chairman to appoint a committee to make a detailed study of the entire question and make suitable recommendations in the matter.

Item No. 17. Report of the National Committee on Women's Education.

Mrs. Deshmukh, Chairman of the Committee, made a fervent plea that the recommendations of the Committee should be viewed in the proper educational perspective and should not be treated as part of a feminist movement addressed to the uplift of women, and she further pointed out that the position of the education of girls at all stages was far less satisfactory than that of the boys. Assurance was given to her that the Ministry would look into the recommendations carefully and promptly.

TWENTY-SEVENTH MEETING

<i>When and where held</i>	: 6th and 7th February, 1960, at New Delhi.
<i>Chairman</i>	: Dr. K. L. Shrimali, Minister of Education.

Extracts from the Chairman's Address :

One important problem which continues to agitate our minds and which has recently assumed an epidemic form is that of students' unrest . . .

The universities should also make the teachers realise that they cannot be absolved of their responsibility in a situation where the students in a body revolt against them.

In order that the students may receive effective guidance both in their studies and general behaviour the number of students in each university will have to be limited.

With regard to the politicians who exploit the students for political ends we have no remedy except to appeal to their conscience.

There is a growing feeling in the country that most of indiscipline and frustration among the youth is at least partly due to the fact that our educational institutions have failed to make any provision for the teaching of moral and spiritual values.

The Government has had under consideration for some time a scheme for introducing National Service in order to divert the energies of the youth to constructive channels and improve their standards of discipline.

Government are also greatly exercised about the reorganisation of secondary education with a view to give it a more practical bias so that the students may enter trades and vocations after passing their high school examinations.

I should also like to make a reference to our desire for introducing increasing equality of opportunity in education through expanding our schemes of scholarships. There is no waste more tragic than the waste of human talent, the failure to provide opportunities for secondary and higher education for promising and

meritorious students who have not the necessary financial resources for the purpose.

Lastly, I should like to touch on one point which in my opinion is of great importance and which requires careful consideration by the Board. It has been the policy of the government to encourage the growth of private institutions both at secondary and collegiate level... Public participation in education is essential for the healthy growth of democratic traditions in education, for the preservation of academic freedom and for promoting educational progress and experimentation. It should be our endeavour to give liberal assistance to voluntary organisations and to strengthen the associations of the people in the development of education at all stages.

Some Significant Resolutions/Recommendations :

**Item No. 3. Report of the Committee on Religious and Moral Education.*

The Board approved of the broad approach and the principles enunciated in the report of the Committee on Religious and Moral Education under the Chairmanship of Shri Sri Prakasa and recommended the implementation of the various suggestions made in it by the Union Government and State Governments.

Item No. 4. Report of the Committee on National Service.

Dr. C. D. Deshmukh, Chairman of the Committee, introduced the report of the Committee by highlighting its salient features. Dr. Deshmukh explained that in the first place the course should result in an over-all improvement in the physical and general maturity of students. Secondly, it would equip them better to take advantage of university education. It will also improve the quality of the national manpower and its capacity for undertaking programmes of national reconstruction. The scheme would also equip young men and women for protecting the territorial integrity of India's frontiers, should that be necessary. He clarified, however, that the scheme was essentially an educational scheme and not one for the promotion of military discipline.

The Board welcomed the report and recommended its speedy implementation after careful working of the details, specially in

*The item numbers are according to the Agenda placed before the Board.

view of the many practical difficulties as envisaged and pointed out by the Board.

Item No. 5. Examination of higher secondary school candidates with compulsory English and without English—Desirability of two types of public examinations.

There was some difference of opinion on this proposal of the Rajasthan Government. Briefly, the argument in favour of the proposal was that the largest number of failures occurred in the subject and that a large number of students who did not go to a university had no use for English. The argument for retaining English as a compulsory subject was that it still occupied an important place in administration and in the educational and cultural life of the country. The Board decided in favour of maintaining the *status quo*.

Item No. 7. The establishment of State Education Units to promote examination reform.

The Board recommended that State departments should take immediate steps to set up such units.

Item No. 8. The provision of science teaching in every secondary school and the preparation of an adequate number of qualified and trained science teachers for the purpose.

The Board recommended that in view of the great importance of science teaching in the schools, steps should be taken by the States to provide for the teaching of general science in every secondary school, and of elective science in all the old and new higher secondary and multipurpose schools, by the end of the third plan. With regard to the shortage of trained women science graduates, the Board suggested that women teachers may be employed on a part-time basis if they were not able to work full-time, and even if this expedient did not solve the problem, men teachers may be appointed in the schools for girls so long as the supply of women science teachers did not improve.

TWENTY-EIGHTH MEETING

When and where held : 16th and 17th January, 1961,
at New Delhi.

Chairman : Dr. K. L. Shrimali,
Minister of Education.

Extracts from the Chairman's Address :

This meeting has a special significance for us. It marks the Silver Anniversary of the Board.

A Central Advisory Board of Education was originally set up in 1921, but was wound up two years later for reasons of financial stringency, providing an apt illustration of the apathy and indifference of the then Government towards education. The present Board was established in 1935.

The activities of the Board may be roughly divided into three periods, the first of which culminated in 1944 with the adoption of the Post-War Plan of Educational Development, otherwise known as the Sargent Report. This was the first landmark in educational planning on a national scale. The second period, covering the years 1945 to 1950, was an era of transition both in the political and the educational spheres... The third phase which began with 1951, and coeval with the two five-year plans has been the formulation of a new pattern of national education accompanied by far-reaching reforms at the secondary and the university level.

In the field of primary education, while our emphasis at present has necessarily to be on expansion, it is quite obvious that the claims of quality cannot be ignored for long... It has been decided to set up pilot projects for intensive development of primary education in 30 selected community development blocks at the rate of two projects for each State.

It will be recalled that the Secondary Education Commission advocated the diversification of curriculum at the secondary stage to make this education terminal... The multipurpose idea caught on, giving us at the end of this Plan about 1800 schools... Enquiries

have, however, revealed that some of these schools lack suitably qualified teachers. To meet these deficiencies, it has been decided to set up four regional colleges with an intake capacity of 200 per institution to train teachers for technology, agriculture, science, commerce, home science, fine arts and crafts.

Another scheme designed to strengthen the multipurpose schools is the provision of whole-time guidance counselors in all institutions which offer four electives or more. In all other high or higher secondary schools, it is proposed to get a teacher released from part of his teaching load and to make him perform the duties of a career master.

It will be recalled that one of the major areas for emphasis in the Third Five-Year Plan for education is the teaching of science at all levels.

It is the considered view of the Government that as far as higher education is concerned the limited resources at our disposal can be best utilised for national purposes by improving its quality. It would, however, be unfair and unjust to deny for all time every chance of academic improvement to those who for economic reasons could not pursue their educational careers further in the normal manner. The Government of India have considered this matter carefully and have decided to launch in the Third Plan a scheme of correspondence courses and evening colleges.

These courses have been organised in various countries according to their needs. In Australia, for example, they cover all stages of education and at the university level, correspondence courses have been in operation for more than half-a-century. In the U.S.S.R., about a million students get both professional and liberal education through correspondence courses. In the U.S.A., about a million and a half are being educated and trained through home study lessons and correspondence courses.

If the provision of evening colleges and correspondence courses is a democratic expansion of opportunity for those who cannot get higher education through the normal channels, the contemplated extension of the National Scholarships Scheme is designed to ensure that no brilliant student in the country is prevented on grounds of poverty alone from pursuing higher education.

The fall in standards about which there is so much of talk these days is by no means a post-independence problem. It was first raised by Lord Curzon in 1901 who felt that the policy of the Education Commission of 1882 had led to a good deal of

uncontrolled expansion. But at that time, 'standards' meant mainly a student's capacity to read, speak and write English. Even while this cry was on, the Hartog Committee raised its voice in 1928 and warned the country against the "falling standards" at all stages. This committee was interested in showing that education had been adversely affected by its transfer to Indian control in 1921. The cry of falling standards was maintained right up to 1947 and was constantly used as an argument to slow down the pace of expansion for which the people pressed. Since the attainment of independence, the criticism of prevalent standards has been intensified still further. Ever since the turn of the present century, therefore, we have been talking of a fall in standards and talking with greater frequency and vehemence as the years pass by. Even at the convocation addresses of the universities which are really meant to inspire the young men and women who are about to enter life, they are at times made to feel that they are not good enough. The kind of unhelpful, and sweepingly unconstructive criticism which we are having today has done not a little to demoralise the teaching profession and the student community.

A little closer examination of the problem will reveal that the educational system is gradually being geared to meet the demands of the society. The need for adaptation is not an argument for condemning a system; on the other hand it should assist in the nation's dynamic growth. In 1947-48, only 8 per cent of the primary teachers were matriculates; to-day, that percentage has risen to 40. The percentage of trained teachers was about 40 in 1947. It is now about 60 and will reach 75 in 1965-66. The syllabi have been improved and better teaching methods have been adopted. The school is now much closer to the community.

At the secondary and university stages also, several steps have been taken which will undoubtedly make an impact on the educational system. Diversification of courses, expansion and improvement of teacher training facilities, introduction of guidance and counselling services—all these measures are intended to improve the standards in education at the secondary stage. Efforts made by the University Grants Commission towards the improvement of libraries and laboratories, development of post-graduate studies and research, improvement of salary scales of teachers, organisation of tutorials and seminars and extension of hostel and other facilities are bound to bear fruit in course of time. Educational reforms do not yield quick results. They require patient and persistent efforts of several generations.

There is one distressing aspect of our life which is at present beyond our control. On account of lack of adequate employment opportunities, our secondary schools and colleges have to admit a large number of young persons who go to these institutions not because they are fit for it, not even because they are keen to pursue higher studies, but only because they have nowhere else to go to. It is with reference to this group of students only that the cry of falling standards may have relevance.

The progress and prosperity of our country undoubtedly depends upon a sound system of education and a good system of education cannot be achieved without dedicated toil, patient thought and fruitful co-operation among all the agencies involved in the task of educational reconstruction.

Some Observations of the Prime Minister who also addressed the Board

Our problems are, in the first place, to give the minimum necessities of life to every individual in India—food, clothing, housing, education and health—and I would beg of you to always think of every problem that is before you from the point of view of the four hundred million people living in India. Do not forget that that is basic. We are not thinking in terms of a selected crowd here or a selected crowd there. And broadly speaking, you have to think of a measure of equality of opportunity for the people, because it is quite absurd to talk of socialism—that is a big thing—if there is not even equality of opportunity. . . Of course, when I say 'education', I do not mean just reading, writing and all that, but the capacity to do things in the modern world in a hundred or a thousand ways. And this leads you inevitably to the spread of education to all the country. That, of course, ought to be done at the initial stages, and the initial stages, it is now recognised, begin from birth, not from the age of your primary school but from the age of pre-primary school. That is highly important.

The other day, I went to a school in my own district in Allahabad. A small building a nice building had been put up but the children that came there were in rags. I could not concentrate on anything, seeing the kind of clothing they were wearing or not wearing. All these are aids to education. Education is not a book or reading a book or imbibing a lesson. The school should

provide mid-day meal. How that is to be done is for you to consider. There should be a uniform, a simple uniform or clothing. It has a tremendous effect on the minds, the uniformity of clothing and on discipline and cleanliness. Whatever the quality of it may be, that is for you to determine.

Now I shall say something else which is still less relevant . . . I watch little boys and girls going to schools here carrying a bundle of books, tiny tots of seven or eight, with four or five books and wobbling along . . . Do you ever see that kind of thing in Europe? I do not think so. Why? They all carry their books in ruck-sacks. It is a cheap little bag . . . The point is, there should be two little straps on the two shoulders, and then both hands are free. It is essential for the child that the weight is properly put on the back, and the mere fact of finding the weight there makes a child straighten itself . . . These are small things which are important.

Some Significant Resolutions/Recommendations :

**Item No. 4. Central and Centrally sponsored schemes of the Ministry of Education.*

✓ Greater attention should be given to the provision of schemes in the Third Five-Year Plan for pre-primary education designed to promote the total development of the child.

Special programme for women's education should be promoted as a centrally sponsored scheme and accordingly funds should be allocated for the purpose.

✓ Adequate measures should be taken to ensure that during the course of the Third Plan all training institutions for primary teachers should become basic training institutions, an integrated syllabus covering the entire field of primary education is introduced in all primary schools and that all teachers and primary schools are oriented to the basic pattern.

✓ The Central and State Governments should arrange the supply of text-books and writing material free or at low cost to the primary school children.

Item No. 7. Metric system in the education syllabi.

The Board recommended the introduction of the metric system into the text-books at all stages of education.

*The item numbers are according to the Agenda placed before the Board.

Item No. 9. National Physical Efficiency Drive.

The Board recommended that the Central Government should continue to give Rs. 300 per centre to enable the State Governments to establish a large number of centres to provide adequate facilities for the National Physical Efficiency Drive.

Item No. 10. Reform in examination system.

The Board emphasised the need of reform in the examination system for internal as well as external assessment of the students.

Item No. 13. To consider the present condition and management of private aided schools.

To eliminate the malpractices prevalent in some privately managed schools, the Board recommended that the States should take adequate steps to ensure that such schools are properly managed and that the teachers are paid their full salaries regularly.

Supplementary Item. Adoption of international form of numerals (Indian) for all purposes.

The Board decided that the international form of Indian numerals should be adopted for all educational purposes.

TWENTY-NINTH MEETING

When and where held : 1st and 2nd January, 1962, at Jaipur.
Chairman : Dr. K. L. Shrimali, Minister of Education.

Extracts from the Chairman's Address :

The proposal to introduce legislation on compulsory primary education is also making good progress. The Delhi Primary Education Act was passed in 1960. Punjab was the first State to modify its law in the light of the Delhi Bill and it passed a new Compulsory Education Act in the same year. During the current year, four more States have passed similar laws: Andhra Pradesh, Gujarat, Madhya Pradesh and Mysore.

The National Council of Educational Research and Training has already been established . . . You will agree with me that the establishment of this Council has been an important landmark and that we may look forward to it to develop an effective national programme for the qualitative improvement of education through research, training and extension.

Another scheme of some significance relates to the establishment of a Central Board of Secondary Education. As you are already aware the Second Pay Commission recommended that in the interest of Central Government employees as well as of other mobile section of the population in the country, the growth of schools with common syllabi and media of instruction and examination should be encouraged. The Ministry of Education have formulated a scheme for implementing this recommendation.

The Government of Madras has suggested that the duration of the school system should be extended to 12 years instead of 11 years as at present. Undoubtedly, no one here will dispute the fact that a 12-year school is a better preparation, both for joining the universities and for entering a vocation . . . If secondary education is to be a terminal stage and give a broad training in citizenship including preparation for vocation, we shall have to keep the students longer in the schools and spend more on the salaries

of teachers, equipment and teaching aids. Without making provision for these amenities we should be only increasing our inefficiency and further lowering the standards.

Much progress has been made regarding enrichment, development, and propagation of Hindi... We have established a Standing Commission for Scientific and Technical Terminology consisting of eminent scientists and linguists... I need hardly emphasise the great significance of this work; for, if done well, it will provide the modern Indian languages with a common core of scientific and technical vocabulary and will bring them nearer to one another, thus helping in the great task of national integration.

Sanskrit, as we are all aware, holds a unique position in our cultural life and is a potent force for emotional integration. On the recommendation of the Sanskrit Commission, we have constituted a Central Sanskrit Board to advise Government on the development and propagation of Sanskrit... It has launched a number of schemes including those for the development of Gurukulas so as to maintain their traditional residential character, reprint of outstanding works which have been out-of-print for long, grant of scholarships for research scholars and financial assistance for the improvement of Sanskrit journals and publication of outstanding Sanskrit works.

For some time past, we have been taking increasing interest in promoting education, training and rehabilitation of the physically handicapped.

In order to minimise the effects of physical limitations, we have also been attempting to give certain concessions to the physically handicapped. A blind person is able to travel on Indian railways by paying only one-fourth of the normal fare. He and his sighted escort can travel by paying a single fare. The postal department carries braille literature free of postage. Crippled persons suffering from a substantial loss of functioning of the legs have also been given some railway concessions.

I shall now refer to what might be considered the most significant item on our agenda—national and emotional integration. National integration is a psychological and educational process involving development of a feeling of unity, solidarity and cohesion in the minds of people, a sense of common citizenship and a feeling of loyalty to the nation. This is necessarily a slow process. But for that very reason, we have to take it up early and give it continuous and nation-wide emphasis.

A familiar but radical reform advocated and emphasised in some of these recommendations is to make education a concurrent

subject and to constitute an All India Educational Service... A time has now arrived when constitutional recognition should be given to this important concept and its practical basis strengthened by the constitution of an All India Educational Service.

The National Council of Educational Research and Training has formulated a scheme for the production of books in selected subjects... It is not our intention that the State should have the sole monopoly of producing text-books. The Government will be one of the agencies for the production of text-books and it will be open to the educational authorities to select the best books available in the market. The aim is to improve the content and production of text-books and not to inhibit an original or personal approach by teachers or to restrict the competitive process through which better text-books can be obtained.

Some Significant Resolutions Recommendations :

**Item No. 3. (i) Statement issued by the Chief Ministers' Conference (held at Delhi on 10th, 11th and 12th August, 1961) regarding education, medium of instruction and script.*

(ii) Memorandum on medium of instruction in colleges.

(iii) Steps to be taken to implement the decision of the Chief Ministers' Conference.

Medium of Instruction in School

The Board re-affirmed its previous recommendations (which were as under) on the medium of instruction at the school stage :

"The medium of instruction in the junior basic stage must be the mother-tongue of the child and that where the mother-tongue was different from the regional or State language, arrangements must be made for instruction in the mother-tongue by appointing at least one teacher to teach all the classes, provided there are at least 40 such pupils in a school. The regional or State language where it is different from the mother-tongue should be introduced not earlier than class III or later than the end of the junior basic stage. In order to facilitate the switch-over to the regional language as medium of instruction at the secondary stage, children should be given the option of answering questions in their mother-tongue for the first two years after the junior basic stage.

*The item numbers are according to the Agenda placed before the Board.

"If, however, the number of pupils speaking a language other than the regional or State language is sufficient to justify a separate school in an area, the medium of instruction in such a school may be the language of the pupils. Such arrangement would, in particular, be necessary in metropolitan cities or places where large population speaking different languages live or areas with a floating population of different languages. Suitable provision should be made by the provincial (State) authorities for the recognition of such schools imparting education through a medium other than the regional or State language."

Medium of University Education

It was agreed that the "link" language and the language which was the medium of instruction need not be the same. The Board recommended that if any university in any faculty changed over to the regional language as the medium of instruction, it should continue to provide facilities for instruction in the "link" language *i.e.* English and Hindi, either in different sections in a large college or in different faculties in order to facilitate the movement of students and teachers from one part of the country to the other and to provide the students with different media of instruction at the higher secondary stage.

Text-book

The Board approved the recommendation that the production of text-books should normally be taken up by the State Governments and that a central agency for the improvement of text-books be set up at national level whose main functions would be to conduct research in the improvement of text-books, to prepare and circulate model text-books, to be used by State Governments in the preparation of their own text-books and generally to act as a clearing house agency in respect of the preparation, production and distribution of text-books.

Three-Language Formula

With reference to the three-language formula the Board reiterated the recommendation made by it in 1957.

Item No 4. Reorganisation of higher secondary and pre-university education.

The Board was of the view that while it would be desirable to have ultimately a total period of 15 years of education, including 12 years of schooling, before the first degree is taken, and the States that can command the resources for lengthening the period of education should be encouraged to do so, it is necessary that the reorganisation on the lines envisaged in the report of the Secondary Education Commission should be speeded up. The Board further stressed that the total period of education should not in any case be less than 14 years, with 11 years of schooling or pre-university education of terminal character.

Item No. 6. Expansion of Primary Education.

(a) To consider the need for special efforts to push up primary education in backward States like Rajasthan, Madhya Pradesh and U.P., a definite phased programme to be drawn and requisite Central assistance to be made available.

The Board noted with regret that it had not been possible to realise the objective of providing free and compulsory education for all children up to the age of 14 years within the period stipulated in Article 45 of the Constitution, and therefore strongly recommended that the Government of India, in consultation with the State Governments, should now fix a definite time-limit for the realisation of this objective and should draw up a phased programme for the purpose with particular emphasis on girls' education for the country as a whole and for each State and Union Territory.

Item No. 8. To consider steady decline in the number of students joining courses in Indian languages and arts subjects in college classes.

The Board noted with concern the sharp decline in the number of students of high ability in the courses in the arts subjects generally and in cultural subjects in particular, and recommended the following measures :

- (i) To institute a suitable scheme of awarding scholarships to encourage good students to offer subjects that do not provide lucrative prospects of employment.*

- (ii) To explore the possibility of devising measures for securing parity in employment and other prospects as between the students of these subjects and of science and technological subjects; and
- (iii) To examine the feasibility of instituting visiting professorships for short terms.

Item No. 9. (a) Programme of social education to consider adult literacy programme in the Third Plan and its implementation.

The Board recommended that in order to assure success of the literacy programme :

- (i) The entire literacy movement should be promoted under the guidance and supervision of the Education Departments of the States, and through the agency of the panchayats and other local units of administration...
- (ii) In order that the literacy movement is built on technically and administratively sound basis, it is necessary to have effective supporting services at the Block, the District and the State levels.
- (iii) Not less than 50 per cent of the funds provided for social education in the Community Development budget should be earmarked for literacy programmes.

THIRTIETH MEETING

<i>When and where held</i>	: 6th and 7th May, 1963, at Pachmarhi.
<i>Chairman</i>	: Dr. K. L. Shrimali, Minister of Education.

Extracts from the Chairman's Address:

For the last few months our life and thoughts have been dominated by the national emergency created by the perfidious aggression on our soil of the Chinese armed forces. Our people have demonstrated their united will and have resolved to meet the challenge to our freedom, whatever the price may be and however exacting the sacrifices. Education has a crucial contribution to make in the building up of the nation's defensive strength.

In the years of crisis to follow, education has to play a vital role. It must strengthen and enrich our national unity. We cannot take it for granted. It must develop strong and abiding faith in all those moral and spiritual values which are the foundations of our social democracy.

The biggest programme of school education in the Third Plan is the expansion of educational facilities at the elementary stage. Unfortunately, on account of emergency the programme has suffered a setback in a few States because adequate resources have not been allocated for it during the current year . . . I would, however, urge upon you in the meantime to adopt all possible measures such as the double-shift system, curtailment of holidays, increasing the working load of teachers etc., and on no account to check the expansion of enrolment at the primary stage. We cannot allow the whole generation to remain uneducated without grave risks to our future.

There are, however, certain weaknesses in our educational system which must be removed if we are to make the maximum use of our limited resources. As you are aware, the all-India pass percentage at the end of high and higher secondary stages of education generally ranges between 50 to 60 per cent. This means

that there is a wastage of 40 to 50 per cent of our resources in both men and money which are spent on education of children.

In my opinion this wastage in education is inexcusable and it is high time that we take adequate measures to eliminate it. The major responsibility for this waste must be put squarely on the teaching staff of schools, colleges and universities . . . The primary duty of teachers is to teach and when there is such large percentage of failures they must recognise this as their own failure.

In this connection I should like to invite your attention to a proposal for increasing the number of working days in our schools and colleges. The traditional syllabus has to be considerably strengthened if wastage is to be reduced and the schools and colleges are to meet the exacting demands of a developing society and a rapidly expanding body of knowledge. 'Soft' pedagogy cannot do this. The emergency has highlighted the need for greater attention to physical education, the teaching of science, development of technical and productive skills, and the general upgrading of standards. The schools and colleges must have time to do this. I feel that the way our academic year and working days are organised leaves much room for improvement. It puts a premium on less and less work. We have to give renewed emphasis to hard and systematic work in schools and colleges.

Another problem of great urgency which needs your careful attention is the relation between the output of schools and the capacity of the economy to absorb them in productive work. As the output of secondary schools increase, it is of vital importance to ensure that the organisation and purpose of secondary education are brought in line with the needs of our developing economy . . . In terms of numbers, what the schools produce is not in excess of what a rapidly developing economy needs—if anything, it is substantially less. The imbalance—and it is a serious imbalance—lies between the skills needed by the national economy and what our schools and other institutions are producing . . . It is a well-known fact that in an economy that has developed beyond the first rudimentary phase, the greatest shortage is experienced in regard to the middle grade of skills, both in the industrial and the agricultural sectors. One of the important functions of secondary education is to provide for these middle groups of skills. We should, therefore, give particular attention to promoting vocational education for different categories of pupils at the post-primary stage. Some of these courses in vocational

education would necessarily have to be organised in separate institutions but quite a few courses, particularly at the secondary stage, can and should be provided in secondary schools. It means less cost and also greater interaction between general education and vocational education.

At this juncture... it is essential that the problem of liquidating illiteracy is tackled urgently, utilising all possible means at our disposal. An appeal has been made to teachers and to all educated persons to come forward to make *vidyadan* or gift of knowledge, to their fellow countrymen who have not had the good fortune to become literate. Social education has to be organised on a voluntary basis.

In our country there seems to be a craze for putting up massive and expensive buildings. This tendency must be curbed if we are to conserve our resources for more useful purposes... We must also make maximum use of the buildings by providing double shifts. In rural areas the school buildings could serve a double purpose. It should be quite possible to provide hostel accommodation in a part of the school building with some minor adjustments. In this way the school buildings could be put to the maximum use. Similarly, the science laboratories and work-tools could serve more than one school.

In the context of the national emergency it is particularly important that certain aspects of education should receive special attention. I should like to mention in this connection the improvement and expansion of science education at the school stage, introduction of productive and vocational work in general secondary education raising the physical efficiency and well-being of our students.

Some Significant Resolutions/Recommendations :

**Item No. 3. To consider the report of the Emotional n tegration Committee.*

1. The Committee has made in Chapter VI (School Education) and Chapter VII (University Education) recommendations regarding the specific programmes designed to promote emotional integration that should be undertaken in schools, colleges and universities. The

*The item numbers are according to the Agenda placed before the Board.

Board endorsed these recommendations and emphasised particularly that :

- (a) Scheme for the expansion of girls' education and the training and employment of women teachers should be given high priority.
 - (b) The establishment of more vocational schools and polytechnics is urgently necessary... The Board strongly supports the recommendation of the Committee that higher secondary schools should be planned as multi-purpose or comprehensive institutions providing (i) preparatory courses for students proceeding to college; (ii) all-round terminal education with a semi-vocational or semi-professional preparation; and (iii) terminal education for a vocation.
 - (c) College and university students should be involved more actively in social service and productive work programmes.
 - (d) There should be no migratory restrictions imposed on students, and colleges and universities should aim at drawing students and teachers from as large an area as possible.
2. The Committee has in Chapter VI of its Report recommended certain measures for reorganising the educational pattern. While agreeing on the need for a pattern of education which would be broadly uniform the Board expressed the view that frequent changes in the educational pattern would be contrary to the aim of evolving such a broadly uniform pattern. The Board reiterated its recommendation made at the Jaipur Session (1962).
 3. Chapter V of the Committee's Report contains its recommendations on Language and Script. The Board noted that the three-language formula recommended by it some time ago had found acceptance with all the States... The Board did not consider any revision of the three-language formula necessary.

Item No. 6. Introduction of productive labour in schools and colleges.

The Board approved the proposal to introduce productive labour in schools and colleges and recommended that a committee under the Chairmanship of Shri Pratap Singh Kairon, Chief Minister of Punjab, should be set up to work out a detailed scheme of practical character for implementation.

Item No. 7. To consider the report of the Expert Committee appointed by the Government to work out details of the Scheme of Correspondence Courses and Evening Colleges.

The Board noted the experiment of correspondence courses and evening colleges and while accepting the report of the Expert Committee it made the following recommendations :

- (i) The need for expanding the scheme to provide for more evening colleges should be borne in mind;
- (ii) Central assistance should be given for five years instead of upto the end of the Third Plan only; and
- (iii) A scheme for part-time courses should also be formulated by the Union Ministry of Education.

Item No. 8. Integrated programme of National Discipline, Physical Education and other allied schemes.

The Board recommended expansion of at the N.C.C. the college stage on a priority basis.

The Board welcomed the integrated programme of N.D.S. and physical education which incorporates the best features of the existing programme at the school level and recommended that in-service training of teachers for this work should be carried out expeditiously. The Board further desired that suitable books should be prepared centrally for the integrated scheme.

The Board recommended that the N.D.S. Instructors should be under the administrative control of the Head Masters of the schools in which they work.

Item No. 9. To consider the need to plan for Adult Literacy and for increase of tempo of work.

- (a) The Board recommended that literacy campaign should have high priority and its tempo should be effectively increased.

- (b) In the interest of effective implementation of literacy and social education programmes, they should be placed under the technical and administrative control of the Education Departments of the State Governments and Union Territories.
- (c) The support of voluntary agencies should be mobilised on an extensive scale in adult education movement.

Item No. 12. Working days in secondary schools in India.

The Chairman introduced the subject by pointing out that in most countries the school year comprised 240 or more working days, while in India the school year was comparatively shorter and the number of school hours was also fewer. The very large incidence of wastage through failures could be reduced and the standards raised if more instructional time becomes available to the schools.

The Board recommended that the minimum of working days in secondary schools should not be less than 220 in a year with a minimum of 1200 hours for instructional work.

Supplementary Item IV. Failures in Examination (Resolution by Shri Prem Kirpal).

The Board resolved that :

- (i) The authorities concerned should accelerate their efforts for eliminating this wastage through speedy improvements in the teaching and learning processes, the creation of conditions for harder and more concentrated work, and the better utilisation of school programmes and amenities;
- (ii) The Examining Bodies should introduce as quickly as possible the various measures for reforming the examination system recommended by the Ministry of Education; and
- (iii) The appropriate authorities should take immediate steps for reorganizing the school examination system in order to reduce wastage without lowering the standards.

THIRTY-FIRST MEETING

- When and where held* : 11th and 12th October, 1964
at Bangalore.
- Chairman* : Shri M. C. Chagla,
Minister of Education.

Extracts from the Chairman's Address :

I cannot possibly begin addressing you without in the first place making a reference to our late Prime Minister. He was an educationist in the technical sense of the term but in the wider and broader significance of that expression he was a great lover of education. He realised, as very few people have realised, that the greatest asset we have in this country is our human resources. It is our young boys and girls who constitute the real national wealth and he, therefore, felt that the greatest investment that we can make was an investment in human beings, investment for the future and investment in education. He was not a religious man as we understand religious men, but he always realised that man should be integrated, that if he attached importance only to materialism and material things then he was not a whole man, he was not an integrated man, and, therefore, he always attached importance to the cultural and spiritual things of life. He looked out to the sky, saw the stars, saw the inscrutable mystery of the universe and from time to time held out his hands to the stars. Therefore, he was a humanist and according to me a humanist is a person who has passion, who has tolerance, who has broadmindedness and who moves with human sufferings. He had all those qualities and, therefore, his death is a great loss not only to the cause of peace and international relations, but I think it is a great loss to the cause of education. . .

Now, the first thing, I want to talk about is Education and Economy. Economy in the air, you are all talking of cutting down expenses. . . But I want to emphasize this: let not education be the first casualty in this drive for economy. The cut always comes first on education. People feel that education is dispensable; we need not economise in other things but we must economise in education, but to my mind slowing down of education in quantity

or quality will be a national calamity. Today we are spending 2.3% of our national income on education. This is perhaps one country which is spending the least on education. I think the exceptions are Indonesia and Pakistan. Barring that, every country in the world, however small, African countries and Asian countries are spending more of their national income on education, than we are in India. We are a country who are proud of our spiritual and cultural and traditional heritage. We are a country where we have great and flourishing universities. We are a country which had great traditions of scholarship, great academicians and great research scholars. I think it is really sad that we should be spending so little on our education. . . The common man is entitled to ask what has freedom brought to me? How am I better off to-day than I was when I was not independent? And I think one of the most important gifts that you can give to the common man is the gift of education. It is only when we give good education to the common man that he will be able to say, 'I am better off today in an independent India than I was in a dependent India'.

Our Constitution-fathers did not intend when they enacted Article 45 that we just set up hovels or any sort of structures, put students there, give untrained teachers, give them bad text-books, no playgrounds and say 'We have complied with Article 45 and primary education is expanding'. The compliance that was intended, as I said, by our Constitution-fathers, by the founding-fathers, by those who drafted the Constitution, was a substantial compliance. They meant that real education should be given to our children between the ages of 6 and 14.

The other aspect of primary education, which I wish to emphasise is the uneven spread of primary education. And that unevenness lies in two directions. In the first place the education of girls is lagging behind very badly. Need I point out what is axiomatic that when you teach a boy, you teach an individual, but when you teach a girl you are teaching a whole family. The influence of a woman in the house and in the family is tremendous. Therefore, to my mind, education of women is even more important than the education of men. . . The other source of unevenness, imbalance, is that whereas some States have forged ahead, other States are lagging behind.

A student is as good as his teacher. How can you hope to train young boys and girls and make them good citizens, if their educational destinies are in the hands of men and women who are

not even matriculates, who had no training and no mind in teaching? Therefore, one of the immediate priorities we must take up is to train these untrained teachers.

No country can become really great unless it can produce men of the highest calibre. Democracy does not mean dead monotony; it does not mean that you discourage or discount talent or genius. After all talent and genius is rare but it is the man of talent and genius that can make a nation great. Therefore, it is necessary that we should think of producing men of high calibre who will carry on the great traditions we have in this country.

Now, quality must be emphasised in all sectors of education and I will take a rapid survey of how quality can be improved in all the three sectors with which we are concerned, namely, the primary, the secondary and the higher or the university education.

Take the primary schools. Select certain schools in each district or in each taluk—as many as you can—and give them all the facilities so that they would be like beacon light to the rest of the schools and to the rest of the teachers.

Then, I come to secondary education. That, to my mind, is the most vital sector of education... We have a scheme of Central Schools. Let us build up more secondary schools of the type of these public schools which have existed in this country for over hundred of years. At one time, public school was a sign of snobbery. Even in England you have heard of the expression 'The man wears the public school tie'. But we do not want these schools to be hot-beds of snobbery; we want them to be again model schools, for other schools to come up to that standard.

Then, the next problem we have to face in secondary education is diversification... Every child has an aptitude, every child has a talent and it is the duty of the educator to find out his aptitude and talent. Therefore, while we may have multipurpose schools from the very beginning or at the early stages, definite diversification should take place after, say, 8 years of general education.

We must resist the pressure on colleges and universities. Every student in India has a right to say 'I want collegiate or university education'. Everyone is not fit for collegiate or university education.

The next aspect of the quality which I would like to emphasise is the university education. Here again we find about 2,500 colleges in India and the standards are very uneven. Some colleges

are very good and some are very bad. . . We want to consolidate and strengthen the universities that already exist. Of course, in a large country like India, when there is great demand for higher education, some universities have to be started. But we should be very chary in starting new universities. We must be absolutely certain that the universities to be established will maintain highest standard.

My appeal to teachers from this platform is: they must have a sense of dedication. They must realise the greatest challenge that we are facing today of the education of the young. They can face that challenge. But, at the same time I want to tell the State Governments: "You cannot expect teachers to teach children while they are starving". You must at least give them a bare minimum of comfort. If you give that I am sure, our teachers have sufficient sense of devotion and dedication not to expect the salary commensurate to what they get in the free market or in industries.

We have fourteen languages, and if our graduates of the future, our academicians and scholars of the future, are taught in fourteen different languages then no Conference in India would be possible unless we have fourteen interpreters to interpret the fourteen different languages which are spoken. . . Whether it is Hindi or whether it is English, the necessity of one language as a great unifying force in India, in the world of scholarship, in the world of universities, in the world of judiciary, cannot be too much emphasised. And if we break India into different regional languages without taking necessary action to have a unifying language, we will be running great risks of India becoming—producing a sort of linguistic chaos. I am told other countries have solved this problem. Why cannot India? The only country that I know of which has comparable problems to ours, is Russia, where they have 16 Republics and 16 States and there are languages also besides the languages taught in the State. I am told in all there are 50 languages. But—and this is a very important 'but', while they support fully, the different languages of the Republics, everybody learns one common language which is Russian which acts as a unifying factor in the U.S.S.R. . . The importance of enriching and improving our regional languages and at the same time having at our disposal a language which will unify us cannot be ignored. So far English has played that role. Whether it should continue to play that role or whether Hindi can take its place is another matter. But we must fully realise the implications of pushing ahead with regional

languages in the universities without at the same time providing a link-language which will bind us all over the country.

One thing more which is also controversial which I must mention. That is the question of education being made a concurrent subject. All of you have seen the Sapru Committee Report which has strongly recommended that university and higher education should be a concurrent subject. . Concurrent subject does not mean to deprive the States of their power to legislate or administer education. . . 'Concurrent subject' means that both the Union and States should have power to legislate with regard to education. And I assure you that the Union will be most loathe to interfere unless there is a grave provocation or there is great need to interfere.

Some Significant Resolutions/Recommendations :

✓ **Item No. 3. Special steps required to step up the enrolment of girls in the 6-11 age group.*

The Board recommended that special measures (such as those mentioned below) to encourage girls' education should be included in the centrally sponsored sector of the Fourth Plan, with 100% Government of India assistance :

- (i) Construction of teachers' quarters;
- (ii) Rural allowance for teachers;
- (iii) Provision of school mothers;
- (iv) Construction of sanitary blocks in schools;
- (v) Hostels;
- (vi) Creches;
- (vi) School meals; and
- (viii) School uniform.

Item No. 4. Measures for improving standards of education at the elementary stage.

The Board observed that practically all elementary schools were at present working at sub-standard level in so far as their qualitative standards were concerned. To effect improvement it recommended that the following measures be provided for :

- (i) Better paid, better qualified and better trained teachers; (training including initial as well as in-service training)

— **The item numbers are according to the Agenda placed before the Board.*

- (ii) Suitable text-books and other reading material;
- (iii) Suitable buildings, equipment and teaching aids;
- (iv) Improvement in teacher-pupil ratio;
- (v) Provision of improved syllabi;
- (vi) Development of school health programme;
- (vii) More effective inspection; and
- (viii) Full development of State Institutes of Education and expansion of Extension Service Centres.

Simultaneously selected schools should be developed as model institutions, adequate safeguards being provided in their location, admissions, etc. to ensure that socially, economically and educationally backward sectors of children particularly from rural areas are also enabled to derive full benefit from these schools.

The Board reiterated that the minimum qualification for new teachers of primary schools should be matriculation (or equivalent qualification) with professional training and it recommended that no relaxation should be made in this direction.

Item No. 6. Scheme for improvement of quality in all secondary schools so as to bring them to a reasonable norm of efficiency, and the special development of "Quality" schools.

The Board approved of the following steps for improvement of secondary education :

- (i) Improving and strengthening of science teaching through measures like strengthening of science laboratories and special training of science teachers;
- (ii) Improvement of school library services;
- (iii) Improvement and expansion of multi-purpose schools;
- (iv) Upgrading of high schools to higher secondary pattern;
- (v) Training and supply of teachers and improvement of their service conditions; and
- (vi) Development of selected schools (with residential facilities) for talented children.

The Board recommended the continuance and strengthening of other existing schemes directed to improve the quality of secondary education, viz., Evaluation Units, Bureaux of Educational

and Vocational Guidance, Science Units, Science Fairs, and Science Talent Search Scheme.

The Board particularly emphasised the need to strengthen the existing programmes of extension for in-service training of teachers.

Item No. 7. The nature, extent and mechanism of diversification of education at the secondary stage.

The Board recommended as under :

- (i) The diversification should start at about the age of 14 plus *i.e.*, the end of the elementary stage.
- (ii) Adequate provisions should be made to diversify courses at the secondary level. Courses in the vocational fields should be so designed as to be terminal in character. Provision should be made for adjustment courses through which such students may proceed for higher studies as show aptitude and inclination and are found to be capable. Such courses could be provided through part-time and correspondence courses to be taken by them after they have joined the vocations for which they are trained.
- (iii) The expansion of vocational and diversified courses at the secondary stage should be undertaken in accordance with placement opportunities and aptitude of students.
- (iv) The Board stressed the need for organising vocational guidance and counselling services in the schools in order that students voluntarily take up the various diversified courses.

Item No. 10. To consider the First Report of the Standing Committee on Social Education on the "Concept of Social Education".

The Board accepted the seven-point programme indicated in the "Concept of Social Education" as the basis for future planning of the programmes of social education.

Item No. 11. Guiding principles for the Fourth Five-Year Plan for speedy liquidation of illiteracy.

The Board recommended that the standard to be attained must be 'Functional Literacy'. There should also be adequate

provision for continuing education through Adult Schools and evening classes.

The Board strongly felt that a determined effort was required to liquidate illiteracy within the shortest possible time.

Item No. 15. (a) Corrupt practices in educational institutions.

The Board recommended that the corrupt practices adopted by unprincipled and avaricious men connected with educational institutions should be eradicated and all State Governments should take necessary stress in this direction.

The Board further recommended that admission to colleges should be made on merit and not on the basis of donations, fees, etc.

States should take necessary action, including legislation to prevent unauthorised people from setting up institutions, conducting examinations, awarding diplomas and certificates and adopting names such as Universities, Vice-Chancellors, etc.

(b) Ban on use of notes, guides and short-cuts in educational institutions.

The Board recommended that the standard of teaching should be improved and examination system reformed so that the school children did not find it necessary to take recourse to short guides and notes. Universities should discourage any use of notes, guides and short-cuts in educational institutions.

Item No. 16. Improvement in the emoluments and social status of school teachers of Government as well as aided schools.

- (i) Top priority should be given in the Fourth Plan to the improvement of salary-scales and social security of school teachers and that with the improvement in salary-scales due emphasis should be laid on the qualifications of the teachers.
- (ii) There should be parity in the salary-scales and allowances given to Government and aided school teachers, and the method of recruitment as well as other conditions of service of the aided school teachers should be similar to those of the Government school teachers.

Item No. 18. Measures for emotional integration—Pledge to be taken by all the students.

The Board recommended that the Pledge suggested by the Emotional Committee, slightly amended as under, should be taken by all students and teachers at the beginning of each working day. This practice, it was suggested, should be adopted in all institutions latest by 26th January, 1965.

"India is my country, all Indians are my brothers and sisters.
I love my country, and I am proud of its rich and varied
heritage.

I shall always strive to be worthy of it.

I shall give my parents, teachers and all elders respect, and
treat everyone with courtesy.

To my country and my people, I pledge my devotion. In their
well-being and in prosperity alone lies my happiness."

This pledge should be translated into regional languages and printed in every text-book and the school calendar.

Item No. 24. Moral and Religious Education and Student Unrest.

In order to improve the moral calibre of students in the country by inculcating in them the principles of correct personal behaviour and good citizenship, the Board recommended the study of inspirational literature, such as lives of great men, and the study of basic elements of different religions emphasising common culture and heritage. This should be accompanied by a proper atmosphere both in the home and in the school and proper utilisation of leisure. The attention of the State Governments and educational authorities should be again drawn to the Sri Prakasa Committee Report.

Item No. 27. Expenditure on Education.

The Board recommended that each State should spend at least 20% of its revenue expenditure on education and earmark funds for improving scales of pay and the provision of social security of school teachers.

THIRTY-SECOND MEETING

When and where held : 28th and 29th October, 1965
at Chandigarh.

Chairman : Shri M.C. Chagla, Minister of Education.

Extracts from the Chairman's Address :

We have to determine what are our priorities now and to mould our education so that it should be geared to those priorities. What are our priorities today? The first and foremost, of course, is defence... We have to preserve our freedom, our independence and our integrity and, therefore, it is quite obvious that defence must have the topmost priority particularly in view of the threat that is impending and the menace that is facing us.

The second priority, to my mind, is agriculture. Gandhiji used to say that no country can call itself really free unless it can feed itself and that saying of Gandhiji comes to us more forcefully today than ever before.

The third priority is production generally. I attach the greatest importance to our education being production-oriented. We must learn to produce, we must learn to produce more, we must learn to produce in a manner in which we will be completely self-sufficient and that is one of the greatest jobs education has got to do today.

The point is how education is to be geared to defence effort. How can education help in the effort to meet the aggression which is facing us? The first and the foremost thing we need is the technicians and the engineers and for that purpose we have already decided to have a scheme in the engineering and technological institutions.

One of the main causes of indiscipline among students in this country is the want of something to do during leisure hours and more particularly during vacations, and also the fact that they do not have a sense of commitment. Students do not feel that they are part of the great adventure on which we have launched ourselves in this country and that is why there is a sense of

frustration. If we can take our students along with us, and make them realise that they are part of this great experiment, I think much of this indiscipline will vanish. We have to devise ways and means to make use of their leisure time, particularly during their vacations. Now, during the vacations arrangements can be made for students to work on farms, to work in factories, and there are two other things which universities can very usefully do. Firstly, the universities can adopt some of the surrounding villages. A batch of students can say we have adopted this village, we will attend to its irrigation, its health problems, its water supply, its roads, and also eradicate illiteracy from it... Secondly, the university can adopt certain secondary schools which lie more or less within their ambit so that during the leisure hours students, even professors, can go to these schools, keep watch on their progress, see how work is done and it would be a great incentive to the teachers and students of the schools to feel that a university is taking interest in its progress.

Then one other important work that university students can do is the eradication of illiteracy. If during evenings and during vacations they were to undertake the work of making men and women literate, it would be a very important task indeed.

Again, going back to what the universities can do, they can make a contribution to civil defence... Spread of gospel of national integration is the task which our undergraduates can perform better than most people and can help in a great way.

Then comes the question of agriculture. Now here again university students and the undergraduates during their vacations can help the farmers to produce more, teach them modern ways of production, and help them in various other ways.

I may now turn to the next priority and it is making our education production-oriented... Let us understand what basic education means. Let us not go by name alone. We sometimes catch hold of a phrase and forget what its connection is; what it really means. Basic education does not merely mean teaching of spinning. Gandhiji emphasised spinning in the particular context and time in which he lived and for a particular purpose. But today basic education has come to have a different meaning, a different significance. What I understand from basic education is that every boy and girl must learn some craft, must learn something to do with his or her hands, must produce something. The question of what he or she should produce must depend upon the

place in which the school is situated. If the school is situated near a farm, certainly he must know farming and must work there. If the school is situated in a city, he must learn to work in a factory, to produce something which the city needs. Therefore, you cannot have a cut and dry scheme of basic education. The scheme has to be determined by the needs of the locality in which the school is situated. I am also in favour of a scheme, if we are going to ask the school children to produce things, of giving them incentives *e.g.*, by giving them a part of the sale proceeds of what they produce. Let them have the satisfaction of knowing that they have made something which is useful to society, which can be sold and which has a price, and let them have a share in that price so that their work does not become academic but has a practical value.

The biggest problem facing India today is the tremendous pressure on universities and this pressure can only be removed in two or three ways. One is to diversify our secondary education and to have post-secondary terminal courses for giving some specialised type of training which would result in the student becoming a useful member of society and being able to earn something. Second, to which I again attach the greatest importance, is correspondence education.

Science, apart from other virtues, has a fundamental value in this country. If we are going to become modern, if we have to fight the many prejudices, superstitions and inhibitions, we must become scientifically minded. And, therefore, from that point of view, I attach the greatest importance to teaching of science in our country and we should start science from the earliest classes . . . In the primary schools we have to teach our students to observe nature. You do not need laboratories for observing nature. I think we as a nation are not observant. We think of ourselves. Now the time has come when we have to see what is happening outside ourselves . . . One difficulty about science study is the procurement of science equipment. We are tackling this problem also. We have set up a workshop in the N.C.E.R.T. which is producing prototype equipment for science laboratories and very soon we will have all the equipment that we need for our laboratories in the primary and secondary schools and we need not import anything at all. The other problem is the provision of science teachers. We have not enough science teachers and for that purpose also we have just decided that our regional colleges will

train science teachers in a much larger way so that we can meet this shortfall. Then there is the question of syllabus for science students. Science is progressing so fast that we are still 50 years behind the modern countries. We are still teaching science which the modern countries gave up some time ago and, therefore, in order to keep abreast with scientific advancement, you have to go on changing your syllabus from time to time so that modern scientific knowledge is given to our students.

Some Significant Resolutions, Recommendations :

**Item No. 4. To consider the report of the Standing Committee on School Education.*

1. The Board accepted the following recommendations regarding promotion of science education at the school stage:
 - (i) At the primary stage, science education should be linked with the study and observation of the physical surroundings and should lay special emphasis on nature study, health education, etc.
 - (ii) At the middle stage, whether formal teaching of science should commence in the form of general science or the study of one or more branches of sciences as separate disciplines should be decided on the basis of expert opinion. Provision on a small laboratory is in any case essential.
 - (iii) At the secondary stage, increased provision should be made for the study of elective science courses. For students who do not offer elective science, provision should be made for the teaching of general science as a compulsory subject.
 - (iv) It is essential that the teaching of biological sciences be also emphasised in schools/colleges.
 - (v) The teaching of science should be strengthened in the training institutions for elementary teachers.
 - (vi) Measures should be taken to ensure that the work of the Summer Institutes has the desired impact on science teaching in schools.
 - (vii) This situation was unlikely to improve unless more attractive salaries were offered to science graduates and post-graduates who were willing to work in schools.

*The item numbers are according to the Agenda placed before the Board.

- (viii) Steps should be taken for the preparation of model uniform syllabi in general science and elective science courses at all stages of education.
 - (ix) Urgent attention should be given to the development of such facilities in the rural areas.
2. Regarding diversified courses the Board agreed that greater stress should be laid on their vocational contents. In the context of the country's urgent requirements for defence and for the development, courses in technology, agriculture and home science should be provided to a much larger percentage of students at the secondary stage.
 3. Regarding basic education the Board made the following recommendations :
 - (i) Education at the elementary stage (*i.e.*, the primary and the middle stage) throughout the country should, progressively and as quickly as possible, be enabled to conform to the concept of basic education.
 - (a) The existing basic schools (both junior and senior) should be strengthened and developed fully to become effective models of good basic institutions of a high standard.
 - (b) The other elementary schools should progress towards the same goal by introduction of crafts and activities selected carefully so as to suit local environments. There should be no insistence on introduction of spinning in every basic school.
 - (c) In establishing new schools, care should be taken to introduce a craft from the very beginning so that no schools which are neither basic nor production-oriented are set up.
 - (ii) At the secondary stage, the following measures should be adopted :
 - (a) Post-basic schools should be an integral part of the system of education at the secondary stage.
 - (b) All teacher training institutions should be strengthened and improved so that the teachers trained therein are competent to impart instruction on the lines indicated above.

- (c) Educational administrators should be suitably oriented to supervise and guide the development of a sound system of elementary education based on the concept of basic education.

Item No. 5. To consider the report of the Standing Committee on Higher Education.

The Board recommended that :

1. Promotion of higher education through evening colleges should be encouraged as much as possible.
2. The feasibility of starting correspondence courses in arts at the undergraduate level in other selected universities in accordance with the regional linguistic requirements should be explored with a view to starting more centres of correspondence courses like those set up in the Delhi University.
3. Effort should be made to extend correspondence courses to cover also science subjects at the undergraduate level.
4. The duration of correspondence courses should be one year longer than that of the regular institutional courses.
5. Various media of mass communication particularly the radio and the television should be geared to extending and enriching the contents of the correspondence courses at all levels.
6. With a view to arrest the vicious circle of the rush of admissions and the declining standards of college education in the country, the Board recommended that :
 - (a) Universities and colleges should impose restrictions on admissions so that only students of calibre join the colleges.
 - (b) Aptitude tests may be introduced for selecting students to various courses of undergraduate studies.
 - (c) Effort should be made to lay down restrictions on the number of students to be admitted to each college and also standards regarding the teacher pupil ratio so as to provide better education for deserving students.

Item No. 6. To consider the report of the Standing Committee on Social Education.

The Board recommended that :

- (a) The present rate of progress of adult literacy work is much too slow; a phased programme should, therefore, be prepared so as to eradicate illiteracy within as brief a period as possible.
- (b) The actual pattern of the campaign will have to be determined in the light of local needs and experiences and there need be no rigid uniformity in all the States in regard to the pattern, but it is essential that mass campaign is taken up all over the country so that some States/Territories do not lag behind others in this vital sector.
- (c) The participation and active cooperation of various Government Departments and non-Government agencies should be secured for this large programme of social education. In particular, the local self-governing institutions, universities and other educational establishments, teachers' organisations, students' associations and social workers, particularly women, should be encouraged to take initiative and play their part fully.
- (d) The Board is of the view that the term "social education" which is fairly comprehensive and well understood in the country should be retained and "the concept of social education" should be as accepted by the 31st session of the Central Advisory Board of Education. The programme should cover (i) eradication of illiteracy amongst adults, (ii) imparting functional literacy as specified in recommendation made by the 31st session of the Board, and (iii) follow up programmes of sustaining literacy and its functional character.
- (e) The follow up programme should provide for (i) setting up of requisite continuation classes and/or night schools, clubs etc., (ii) organisation of appropriate library services (in the broad sense of the term "library" so as to discharge the multi-functional responsibility of adult literacy centres, and (iii) production of suitable reading material in all the modern Indian languages on a big scale.

- (f) Adult literacy and other social education programmes should focus their attention on improving the productive efficiency of the workers on the farm and the factory, so as to create the necessary motivation for rapid spread of literacy.
- (g) The universities should play an active part and give the lead in programmes of social education, including "further" and "continuing education".

Item No. 7. To consider the report of the Standing Committee on General Purposes.

The Board made the following recommendations :

- (a) The counselling service and organisation should be suitably strengthened so that they may prove to be of greater assistance to the students.
- (b) On the question as to whether the national scholarships should be in the form of loans or grants or both, the present arrangement should continue for the time being; it provides for scholarships of both categories, namely, grants and loans.
- (c) There should be full coordination between national and State scholarships and the administrative machinery for dealing with scholarships should be suitably strengthened where necessary.
- (d) A part of the library grant of an institution should be in the form of literature carefully selected out of that published by the Government.

Item No. 8. General features of the Fourth Plan of Educational Development and reorientation of educational policies and plans in view of present emergency.

The Board made the following recommendations :

- (a) Realising that education to be imparted to students at all stages must in the present context be oriented more strongly than heretofore towards defence and development, the Board commends the idea of National Service by youth and desires that the details of the scheme may be worked out expeditiously and carefully...

The programme of national service should provide for (i) a measurable quantity of manual work conducive to economic development, (ii) fairly intensive military training, and (iii) general education to broaden the outlook and improve the knowledge of the youth.

(b) Universities, colleges, and secondary schools could immediately start on a programme of social work and national service on a voluntary basis even before a scheme of compulsory national service becomes operative. Each institution could take up such important activities as the following :

- (i) Adopting a village or a particular locality for its improvement, including an intensive drive for eradication of illiteracy amongst adults.
- (ii) Productivity orientation of school programmes—kitchen gardening, agriculture and allied vocations.
- (iii) Intensification of curricular and co-curricular activities having a bearing on building up of defence potential.
- (iv) Intensifying the programmes of first-aid and nursing training.

THIRTY-THIRD MEETING

When and where held : 22nd and 23rd August, 1967,
at New Delhi.

Chairman : Dr. Triguna Sen, Minister of Education.

α acts from the Chairman's Address :

You are meeting here to advise Government on the formulation of the National Policy on Education. The first occasion when the Board discussed a comprehensive statement on educational policy was in 1944 when it approved the Post-War Plan of Educational Development. During the last 23 years, we have generally been looking at education in a piece-meal manner, stage by stage or sector by sector. It was this realization which made my predecessor, Shri M. C. Chagla, appoint the Education Commission in 1964 to advise Government on the national pattern of education. Since we are meeting to discuss this Report, the Board's session of 1967 promises to be as exciting and as significant as that of 1944.

In formulating a National Policy on Education, we shall find considerable assistance in the proceedings of the Conference of Education Ministers held on 28th to 30th April, 1967 and in the Report of the Committee of Members of Parliament on Education (1967) which includes a draft statement on the National Policy on Education for the consideration of the Government of India. This Committee brought together, for the first time in our recent history, leading members of all the different political parties in the country, and made them sit round a table to evolve a national policy on education.

We have decided now to issue a comprehensive resolution on National Policy on Education, including language policy by the end of the current financial year. The incidents of student unrest, the continual closure of educational institutions in many parts of the country, the large-scale practice of unfair means in examinations, the steady fall in teaching standards—all these disquiet me

not a little. It will need a firm determination on the part of the nation to educate itself, a large increase in the financial and material investment in education and a sustained programme of dedicated work by students, teachers and educational administrators. I do recognise the need to take clear decisions regarding our language policy which, as all our important academic bodies have recommended, should be based on three unexceptionable principles : the adoption of the Indian languages as media of education at the university stage ; the development of Hindi as the link language; and promotion of the study of English—our international link and our largest window on the world. Once these decisions are taken, they must also be implemented firmly.

Some Significant Resolutions/Recommendations :

**Item No. 3. To consider the reports of the Education Commission and of the Committee of Members of Parliament on Education and to suggest a draft statement on the National Policy on Education for consideration by Government of India.*

The Board took up the consideration of the draft statement on the National Policy on Education prepared by the Committee of Members of Parliament paragraph by paragraph.

Paragraph I

National Policy on Education

The following proposal made by the Standing Committee on School and Social Education** was adopted :

The last two lines in para 1 (page 1) of the Report (of the Committee of Members of Parliament) to read as follows :

“emphasize science and technology, a secular outlook and the cultivation of moral, social and spiritual values.”

Paragraph II

Transformation of the Educational System

The Education Minister of Maharashtra moved the following amendment to paragraph 2 as proposed by the Standing Committee

*The item numbers are according to the Agenda placed before the Board.

**The Standing Committee on School and Social Education of the Central Advisory Board of Education met on the 19th and 20th August, 1967 in Vigyan Bhavan, New Delhi, under the chairmanship of Shri M.D. Chaudhari, Education Minister of Maharashtra.

on School and Social Education. The following to be added at the end of para 2 :

“Such a transformation will not be achieved unless the process of education at all levels is revolutionized in order to make it more realistic, dynamic and closely related to life and environment. Experimentation should be encouraged to bring about constant improvement of the quality of education. In this connection the principles of Basic Education that are now universally accepted as basic to all good education need to be reiterated.”

The Board decided to retain the addition proposed by the Standing Committee on School and Social Education to paragraph 2 except for the second sentence which was deleted.

Paragraphs III-VII *Strengthening National Unity*

The Board adopted paragraphs 3-7.

Paragraph VIII *The Neighbourhood School*

The Board accepted the following revised draft moved by the Education Minister of Maharashtra :

“To strengthen social unity and to provide equal opportunity to the less advanced sections of the society the unhealthy social segregation that now takes place between the schools for the privileged and those for the under-privileged must end. This can be done by moving in the direction of a common school system where all children, irrespective of caste, creed, community, religion, economic advantages or social status, are imparted education. The system, when in operation, should maintain such high standards of education that the parents will not feel the need to send their children to independent schools outside the system.”

Paragraphs IX-XII *The Language Policy*

All aspects of the problem were discussed.

Paragraph XIII

Science Education and Research

Paragraph 13 of the Report was adopted without any amendment.

Paragraphs XIV and XV

Education for Agriculture and Industry

The Board adopted the amendment made by the Standing Committee that the last two sentences in para 14 (page 5) be replaced by the following :

“Agricultural polytechnics providing different courses needed for agricultural or agro-industrial development should be established. The curriculum in these institutions should aim at building up a spirit of self-reliance and self-employment in the students. The present tendency to depend entirely on Government jobs should be discouraged. There is urgent need, in rural areas, for suitable centres or institutions providing extension services to farmers and giving part-time intensive courses to young persons who have left school and taken to agriculture.”

Paragraph 15 was adopted without amendments.

Paragraph XVI

Work Experience

Paragraph 16 was adopted with the amendment that work-experience should be an integral part of education at all stages.

Paragraph XVII

Character Formation

The revised paragraph 17 was adopted.

Paragraph XVIII and XIX

Equalisation of Educational Opportunities and Pre-Primary Education

The Board adopted the amendment made by the Standing Committee that the second sentence in para 19 (page 6) be read as follows :

“Voluntary organisations conducting pre-primary institutions should receive encouragement and financial assistance

especially when they are working in rural areas, urban slums, or for children of the weaker and socially and economically neglected sections of the community."

The Board also agreed to recommend that the State should accept definite responsibility for pre-primary education.

Paragraphs XX-XXII

Primary Education

Paragraphs 20-22, as amended by the Standing Committee on School Education were adopted.

The Board also adopted the following resolution on Primary Education moved by the Education Minister, West Bengal :

"The Central Advisory Board of Education is of the view that the provision of free and compulsory primary education throughout the country should receive the most urgent attention of the Government. The Board notes with satisfaction that the State Education Ministers' Conference held in April this year and the Committee of Members of Parliament have both laid very great emphasis on this. The Board recommends that the Government of India take immediate steps to enable all the State Governments to make primary education free and to extend facilities for primary education so as to universalise it. Such steps should include : (1) crash programme for establishing new primary schools in all areas which do not have them and the provision of buildings wherever necessary; (2) a programme for assistance towards maintenance, repair and improvement of the buildings of primary schools ; (3) immediate and effective action for implementation of the recommendations of the Kothari Commission regarding pay scales of primary teachers ; and (4) a special programme for providing effective incentives for education of girls at the primary stages."

Paragraphs XXIII—XXXI

The Ten Year School, Higher Secondary Education and Higher Education

The Board approved that the pattern 10+2+3 should be adopted by 1975. An intensive effort should be made to get additional support for education during 1968-69.

Paragraph XXXII

Part-Time and Own-Time Education

The Board agreed to substitute the sentence :

"In particular greater emphasis has to be laid on the development of correspondence courses,"

by the following :

"In particular, possibilities of developing of correspondence courses not only at the university level but also at the secondary stage for teachers, for agricultural, industrial and other workers should be explored. Further facilities, both to men and women, to study privately and appear at the various examinations conducted by the Boards of Education and the universities should be available."

Paragraphs XXXIII—XXXIV

Spread of Literacy and Adult Education

The Board adopted the following revised draft as proposed by the Standing Committee :

Para 33 (page 9) should be amended to read as follows :

"The liquidation of mass illiteracy and promotion of functional literacy is essential, not only for accelerating programmes of production, especially in agriculture but for quickening the tempo of national development in general. Plans to accelerate the spread of mass literacy as a breakthrough on the lines of Gram Shikshan Mohim of Maharashtra should therefore be prepared and intensively implemented on several fronts. Such programmes are also necessary to reduce wastage and stagnation among primary school children. Particular attention should be paid to follow up action to prevent relapse into illiteracy. With a view to reducing new additions to the ranks of adult illiterates, part-time literacy classes should be organised for grown up children, age group (11-17) who did not attend school or have lapsed into illiteracy."

The following new para should be added after para 34 (page 10) as para 34 A :

"Functional literacy has a direct bearing on productivity. Moreover, the entire programme of Adult Education and

Literacy requires co-ordination between a large number of agencies, governmental and non-governmental and direction of top leadership for this purpose and for finding adequate resources. It is necessary, therefore, that the National Development Council should concern itself with the implementation of programmes for the promotion of functional literacy and integrally relate them to the growth of agricultural and industrial production.

Paragraph XXXV

Education of Girls

The following proposals made by the Standing Committee were adopted :

The sentence "The education of girls . . . on a priority basis" in para 35 (page 10) should be replaced by the following :

"The education of girls should, therefore, receive special emphasis and funds required for its advancement, particularly for the implementation of its special programmes, should be provided on a priority basis. The funds for girls education and its special programmes should be earmarked so that there is no possibility of their being diverted into other uses."

Two new paragraphs should be added after para 35 (page 10). These should read as follows :

35(a) "While it is recognised that the gap between the enrolment of boys and of girls is being bridged in the field of general education it is noticed that the gap is actually widening in the field of vocational education for lack of adequate facilities of vocational education for girls. It is urgently necessary to expand and improve the programme of vocational education for girls by organising I.T.I.'s and Polytechnics for women, offering suitable courses leading to jobs or to self-employment."

35(b) "Condensed courses for adult women should be organised on a large scale and it should be ensured through proper coordination among different agencies and Government departments that women who complete the courses are suitably employed. This is one important way of meeting the present shortages of women personnel."

THIRTY-FOURTH MEETING

When and where held : 11th and 12th October, 1968,
at New Delhi.

Chairman : Dr. Triguna Sen, Minister of Education.

Extracts from the Chairman's Address :

I shall now turn to the most important item on our agenda namely, the formulation of the Fourth Five-Year Plan in Education. The basic document you have to consider in this regard is the Report of the Steering Committee of the Central Planning Group which proposes an outlay of Rs. 1,300 crores in the public sector. This is only slightly more than the allocation made to education in the old Fourth Plan, namely, Rs. 1,210 crores. In the new Fourth Plan, however, we shall need a much larger allocation of about Rs. 1,500 - 1,600 crores because we have to work on a larger base, develop a more comprehensive programme and allow for a substantial increase in prices that has since taken place. Unfortunately, it appears that we may not be able to get this allocation at all and that the actual allocation to education may be as low as Rs. 900—1,000 crores. Such a low allocation can only be disastrous to the future of education, especially because it has been estimated that the minimum amount needed for the inevitable expansion alone will be about Rs. 1,100 crores. Unless therefore, we take proper steps right from now, it may not be possible to implement the National Policy on Education in a satisfactory manner.

In my opinion, therefore, we must do all we can to maximise the total investment in educational development.

While I do plead for higher allocations, I must also emphasise another aspect of the problems, namely, the urgent necessity to reduce wastages and to economise costs.

Side by side, we must emphasise yet another aspect of educational development which has been comparatively neglected in the past, namely, the need to stress human effort rather than monetary investment. The programmes I have in view in this

context include : revision of curricula; adoption of improved methods of teaching and evaluation ; improvement of text-books ; production of instructional materials of high quality ; improvement of supervision ; and bringing the school closer to the community through programmes of mutual service and support.

I feel that the key to the success in this programme is the teacher. In the first three Five Year Plans, teachers were not effectively involved in formulating and implementing educational plans. We must now make earnest efforts to do so. Side by side, we must take steps to improve their professional preparation, status and remuneration.

I shall refer only to one more point about the Fourth Five Year Plan, name.y, the need to select some national programmes for intensive implementation... May I suggest that we might develop the following six national programmes over the next five years?

- (1) Steps for the early fulfilment of the directive of Article 45 of the Constitution, with special emphasis on programmes for reducing wastage and stagnation ;
- (2) Qualitative improvement of higher education ;
- (3) Orientation of technical education at all stages to the needs of the economy ;
- (4) Science education ;
- (5) Book development programmes ; and
- (6) Schemes for promoting national integration including the National Service Programme.

As you are aware, the National Integration Council has made a number of important recommendations at its Srinagar meeting held in June 1968. We have to consider how these could be implemented expeditiously.

An important recommendation of the Council is that the entire educational system, from primary to post-graduate stage, should be reoriented to serve the purpose of creating a sense of Indianness, unity and solidarity, to inculcate faith in the basic postulates of Indian democracy and to help the nation to create a modern society. This will need an overhaul of curricula, text-books and instructional materials at all stages... We also propose to set up, with the concurrence of the State Governments, a National Board of School Textbooks, a proposal for which has been included in your Agenda.

Another important recommendation of the Council is that the common school system, as recommended by the Education Commission, should be adopted as early as possible. This will need, as pointed out in the Government Resolution on the National Policy on Education, a two-fold programme of action. On the one hand, the standard of education in the general schools will have to be improved, giving special attention to rural and other backward areas, and a deliberate attempt will have to be made to set up good schools in under-privileged areas. On the other hand, the segregation that now takes place in the special schools which charge high fees, will have to be eliminated by requiring these schools to admit a certain proportion of students, selected on the basis of merit, as free scholars.

The National Integration Council has also recommended that no domicile certificate should be required from any student seeking admission to an educational institution in any part of the country. This is of special significance in regard to admissions to engineering and medical colleges.

The Council has emphasized the need to reduce regional imbalances. In so far as imbalances of educational development at the State level, are concerned the Government of India has decided to give a special grant-in-aid to all backward States. The State Governments, on their part, will have to reduce the imbalances at the district level, the imbalances between urban and rural areas, and the imbalances between different social groups.

Extracts from the Address by Dr. D.R. Gadgil, Deputy Chairman of the Planning Commission

Planning is a two-way process. It involves building up an aggregative frame related to basic objectives and to future lines of progress and maintaining a proper balance between the various sectors and activities; on the other hand, it also involves taking fully into cognisance the detailed situation on the ground and making allowance for its potentialities and limitations. To a large extent our present procedures do neither. Each State or Ministry, department or division is in the main anxious to inflate its own claims. The result is that little discrimination is shown in including schemes; economy is not insisted upon and almost no attention is paid to careful balancing and coordination. When the inevitable cut is imposed, there is neither time nor inclination to

re-examine the entire structure, and arbitrary adjustments are made. Waste and inefficiency are the obvious results... Moreover, there is no periodic evaluation of re-examination and once a scheme has been admitted it continues from Plan to Plan usually at higher and higher levels of expenditure. Expenditure orientation of the whole process makes it difficult to discover mistakes of planning or of performance.

The only way to get over these defects is to build a proper frame-work of objectives and priorities and to pay adequate attention to varying conditions and requirements from area to area. It is heartening to find that emphasis is placed on the district as the base of educational planning.

Future problems of educational planning have to be looked at both from the point of view of quantitative and qualitative developments. Our population is constantly increasing. The present coverage of educational facilities in most areas and for the numerous classes is still very inadequate... There is thus great and continuous need to expand educational facilities and opportunities in relation to most areas and most classes at all levels.

The qualitative aspect is atleast equally important. The rapid expansion in educational activity during the last 20 years has imposed great strain on the system and it is reported that as a result quality has suffered in many directions. Any lowering of educational standards is highly undesirable and wasteful. Maintenance and improvement of quality thus becomes an essential part of planned educational development.

The other aspect which is at least equally important depends on the main instrument of educational activity—the teacher, and the rapport between the teacher and the main supposed beneficiaries of the activity—the students. . . The material aspect of the situation of the teacher, namely, emoluments received by him, is often considered. Equal attention is not paid to the administration and the academic arrangements which condition the activities of teachers.

I would venture to make the statement that the attitude of the average teacher and his standard of performance are related to the potential that the total situation allows to the best among the teachers. It is, in this context that the importance of efforts at adjustment, experimentation and innovation have to be highlighted. The greater the extent to which the teacher's activities fall into a dull routine the less is the chance of maintaining standard adequately.

Some Significant Resolutions/Recommendations :

- *1. *The Fourth Five-Year Plan* : The Board is of the view that provision of Rs. 1,500 crores suggested by the Planning Group is absolutely essential to achieve the minimum targets of enrolment and to maintain minimum standards in quality.
2. The Board is of the emphatic view that, in the present context, a sizeable sector of Central and Centrally sponsored schemes should be retained as an integral part of the *Fourth Five-Year Plan*.
3. The Board is also of the view that the scheme of the State Institutes of Education is of such crucial importance that it should be continued in the Centrally-sponsored sector to the end of the Fourth Plan period.
4. *Elementary Education* : The Board generally approves of the proposals of the Planning Group in this regard, subject to the following observations :
 - (a) The targets of enrolments suggested by the Planning Group, namely, 180 lakh additional pupils in the age group 6—11 and 70 lakh additional pupils in the age group 11—14 are the minimum required.
 - (b) Additional provision should be made for special programmes to promote girls' education.
 - (c) Particular emphasis should be placed on the elimination of wastage and stagnation, specially in the lower classes.
 - (d) Adequate incentives should be provided to the teachers to enable them to contribute their best.
 - (e) The resources of the community should be mobilised in a larger measure.
 - (f) The double-shift system takes two forms in practice. In the first, it aims at making a maximum use of existing facilities like accommodation, equipment, etc. but provides separate groups of teachers. In the other, the same teacher or group of teachers teach different sets of pupils. There is no objection to the adoption of the double-shift system of the first type. The second

* The item number is according to the Agenda placed before the Board.

type may be given a fair trial in areas where conditions suitable for the experiment are found to exist.

- (g) A minimum programme of qualitative improvement including revision of curricula, including the introduction of work-experience and national or social service, production of good text-books, in-service education of teachers and strengthening of science education should be included in all Plans.

5. *Secondary Education* : The Board approves of the proposals made by the Planning Group in this regard subject to the following observations :

- (a) Science education with special emphasis on the development of scientific attitudes and skills should be given high priority.
- (b) The enrolment of 33 lakh additional pupils is reasonable.

6. *Higher Education* : The Board broadly approves of the proposals of the Planning Group to the following modifications :

- (a) It will be necessary to provide for the inevitable additional enrolment of students who come forward to join the colleges, especially because facilities for training and employment at the end of the secondary stage are not available and because the recruitment by employing agencies put a premium on university degrees. But part-time and correspondence courses should be provided for others who cannot find admission to whole-time institutions.
- (c) It is necessary to create a few centres of excellence where facilities at the highest possible level will be provided.
- (d) There is urgent need to improve the quality of post-graduate education and research.

7. *Technical and Vocational Education* : The Board emphasises the need for a much closer coordination between institutions for technical and vocational education on the one hand and agriculture and industries on the other.

8. *Teacher Education* : The Board emphasises the need to extend the duration of the primary teachers' teaching course to two years.
9. The Board recognizes the urgent need to improve the quality of teacher education at all levels.
10. *Adult Education* : The Board realises the importance of adult education in the context of national development and desires that adequate allocations should be made for it.
11. *Youth Programmes* : The Board is of the view that the programmes relating to non-student youth should receive a higher priority in the Fourth Plan.
12. *National Education Policy* : The Board places on record its keen appreciation of the action of the Government of India in issuing, for the first time since independence, a Government Resolution on the National Policy of Education. Keeping in view the contents of the Resolution and the background of extensive consultations, among others, with Members of Parliament, the State Governments and universities that preceded it, the Board recognises that the Resolution represents the first important effort to identify educational priorities at the national level.
13. For the effective implementation of the National Policy on Education it is necessary to make the general climate in the country more favourable to education and to educational progress.
14. The Board wishes to emphasise that effective implementation of the National Policy on Education will require provision of adequate resources. The Board therefore urges upon the National Development Council, the Planning Commission, the Union Ministry of Education and the State Governments to make the necessary resources available for this purpose.
15. Investment of monetary resources is necessary but not sufficient for educational development which requires the harnessing of human resources to the fullest extent possible. There should, therefore, be greater emphasis of programmes which need human effort rather than monetary investment. These, for instance, include : revision of curricula; preparation of instructional materials; discovery and diffusion of new methods of teaching and evaluation related to the objectives specified in the National Policy on Education;

encouraging initiative and experimentation on the part of teachers and institutions; bringing the school and the community closer together through programmes of mutual service and support; improvement in guidance and supervision.

16. *A Minimum National Programme* : The Board recommends that, in the Fourth Five Year Plan, special attention should be given to the implementation of the following as a minimum national programme :

- (a) Fulfilment, as early as possible, of the directive principle of State Policy to provide free and compulsory education.
- (b) Programmes for promoting national integration, including the effective implementation of the three language formula.
- (c) Improvement of the status, remuneration, general education and professional preparation of school teachers.
- (d) Adoption as early as possible, of a uniform pattern of 10+2+3 on the lines recommended by the Education Commission.
- (e) Book Development programmes, particularly the production of university-level books in different Indian languages to facilitate change-over from English to these languages as media of education; and
- (f) Expansion and improvement of science education.

17. *Preparation of Perspective Plans* : The Board recommends that the State Governments should immediately undertake a comprehensive review of educational developments in their areas during the first three Five Year Plans; formulate a policy statement on education; prepare a perspective long-term plan of which the Fourth Five Year Plan would be an integral part; and pass an Education Act to give a statutory basis to education.

18. *Orientation to National Integration* : The Board endorses the recommendation of the National Integration Council that education from primary to the post-graduate stage should be oriented :

- (a) To serve the purpose of creating a sense of Indianness, unity and solidarity,

(b) To inculcate faith in the basic postulates of Indian democracy, and

(c) To help the nation to create a modern society.

19. *Textbooks* : The Board requests the State Governments to appoint expert committees to organise the preparation of textbooks for schools.
20. The Board welcomes the proposal to establish a National Board of School Textbooks.
21. *Regional Imbalances* : Strenuous efforts should be made to correct the regional imbalances in the country. For this purpose, it would be desirable to adopt the district as the basic unit for educational administration, development and planning.
22. *The Common School System* : Efforts should be made to improve standards in general schools in such a manner that the gap between the good and the poor school is bridged.
23. *Mass Media* : The Board welcomes the proposals to appoint a committee of experts to deal with matters relating to mass media.
24. *Communal Harmony* : The State Governments should examine immediately the need to modify service regulations prescribed for teachers in Government or aided educational institutions and make provisions which should facilitate the removal from service of teachers who may be found guilty of creating communal disharmony.
25. *Birth Centenary of Mahatma Gandhi* : The Board requests the State Ministers of Education to strive their best to make the Gandhi Centenary Celebrations a success. The Gandhi Centenary Year should also be utilised for launching an intensive drive for removal of illiteracy through the participation of teachers and students.

THIRTY-FIFTH MEETING

When and where held : 2nd and 3rd May, 1970, at New Delhi.

Chairman : Prof V.K.R.V. Rao, Minister of Education and Youth Services.

Extracts from the Chairman's Address :

You all know I have been very distressed at the priorities (or the absence of priorities, if I may say so) that have been given to education in the Fourth Five Year Plan. The education outlay has now come down to Rs. 829 crores, taking the States and Centre together. This is the lowest allocation in terms of percentage of the total plan ever since the planning began in this country.

Of course, we must try to do the best we can within the available resources. But we must also express or protest and strive our best to get larger allocations. I think it is important for us to realise that Education is not a concurrent subject and that the problem cannot be solved by saying that education should be made a concurrent subject. The trend, on the other hand, is in the direction of increasing the jurisdiction of the States and I do not think that it will be wise to pin our hopes on a programme which will confer more powers on the Centre. My own feeling is that the Centre, which is comparatively free from local pressures, has a special responsibility for taking a long term and coordinated view and to strive to play a stimulative, innovative, consultative and promotional role in educational development. This is an area where the States will not only not grudge but welcome the initiative by the Centre.

If we can have a programme of increasing allocations for the Centre in terms of Central schemes and Centrally-sponsored schemes of educational development and if these schemes are formulated and operated in close cooperation with the State Governments, the Centre will be really helped to play the kind of role that I have been talking about.

One of the important things on which my friend Shri Chakravarty said something relates to student unrest or student indiscipline, violence and to the attacks that are being made in universities and colleges and in examination halls on individual teachers, college

principals, vice-chancellors and so on. A stage has now come when we have to consider this problem urgently and do something about it. Otherwise, a stage might soon come that teachers may decide not to teach. I am speaking with a certain amount of passion on the subject because I belong to the class of teachers. I have been a teacher whole of my life and I still regard myself as a teacher. I therefore feel extremely distressed over these developments.

It seems to me that what we have to think of is in terms of how to introduce moral and spiritual values in our educational institutions. ...There is the Shri Prakasha Committee Report but nothing has been done to implement it. I think the time has come when, to meet the onset of violence and deterioration of values, we must go to the roots of the problem. We may find out that the roots have dried up so that no amount of dressing up of the plant will help unless water and manure are put into the roots of the plants. These, I think, are the moral and spiritual values such as the value of human dignity, brotherhood, fraternity, the overwhelming inspiration of social justice, etc. Somehow we have to get them to the minds which are still young so that they are integrated into their personality.

We have a large complex of scholarship programmes. We now award, apart from research scholarships and scholarships given to Scheduled Castes and Scheduled Tribes students which is a very big thing, 8,500 national scholarships, 20,000 loan scholarships, 500 scholarships for the children of school teachers and 200 for residential schools... We have made three additions during the current year to these. First is the scholarships for sports talent at the school stage.

The second programme is about the scholarships for cultural talent. We are thinking of instituting scholarships for identifying cultural talent among the school children.

The third scheme which we are introducing, relates to the institution of scholarships for the rural areas only. It is a special scheme which has been drawn up very imaginatively by my Ministry for identifying talent in rural areas.

Another major programme refers to language development. ...I may, however, mention only two points. The first is the provision we are making for providing facilities for learning an Indian language other than one's own. In the first instance, we want the Hindi-speaking States to introduce one of the South Indian

languages in their areas and we also want to train the Hindi teachers in the Hindi speaking States to teach South Indian languages like Kannada, Malayalam, Tamil and Telugu. This training with the help of modern methods can be given in one year and the entire cost thereof will be borne by the Government of India. It is for this purpose that we have established a Central Language Institute at Mysore and we are proposing to establish four Language Institutes at Mysore, Bhubaneswar, Patiala and Poona.

The second programme—and this is a big programme—refers to language laboratories. We have come to the conclusion that language is the most important subject in our country. We have to learn as many languages as possible. At the same time, we do not want to spend too much time on learning a language. This is, therefore, a problem of methods of teaching or language laboratories. It is, therefore, necessary to provide trained teachers and language laboratories in educational institutions—not only in universities and colleges, but even in secondary schools. This will mean thousands and thousands of language laboratories. It is my ambition to put this programme on the ground in a big way; and when that happens and people realise that languages can be learnt easily and in a short time, the quarrels over the language issue would be considerably reduced.

I have one more thing to say and that is about International Education Year. United Nations has declared that this year will be the Educational Year and Unesco has asked us to have a big programme about this. We would like each State Minister of Education to set up a small committee for the celebration of the International Education Year.

Among the more important programmes of the International Education Year, I would like to mention the celebration of the birth centenary of Madam Montessori on 31st of August. On that day, we propose to organise a nation-wide programme to stress the importance of the child in education. A postal stamp is also proposed to be released. The second big programme is to organise a number of seminars. The State Governments would organise their own State seminars and a National seminar will be held towards the end of the year in Delhi. The object of these seminars is to discuss the problems of education in the Seventies which will really be preparing children for life in the 21st century,

Some Significant Resolutions/Recommendations :

*1. *National Education Policy* : The Board showed great concern for proper implementation of the National Education Policy. It decided that relevant information should be collected from the States and Union Territories and that a consolidated review should be made, for the country as a whole, regarding the extent to which it has been possible to implement the National Policy on Education.

2. *Centre-State Relations* : The Board broadly approved the paper on Centre-State relations submitted by the Union Ministry of Education. The basic idea in the paper was to accept education as essentially a State subject and to make the best efforts possible, under the existing provisions of the Constitution, to build up a working partnership between the Centre and the States for the planned development of education.

3. *Fourth Five-Year Plan and its Implementation* : The Board was distressed at the meagre allocation made to education in the Fourth Five-Year Plan and appealed to the authorities concerned to make additional funds available to education through successive annual plans.

4. *Major Central Programmes* : The Board appreciated the major Central programmes that were being developed in the Ministry of Education and Youth Services, namely, the discovery and development of talent (*viz.* the Sports Talent Scholarships Schemes and the Cultural Talent Scholarships Scheme), development of languages and book promotion and national integration, pilot projects and exchange of experience. The Board also welcomed the new scheme of scholarships for talented rural students which is to be introduced from 1971 and appealed to the States to add more scholarships to this programme.

5. *International Education Year* : The Board approved the programme prepared by the Ministry for the International Education Year and appealed to all concerned to participate therein and to utilise the occasion for educating public opinion and stimulating and strengthening efforts at educational development, adequate in quantity as well as in quality.

6. *Other Recommendations* : Among other recommendations, the following may be mentioned:

- (i) The appointment of a High Level Committee to examine all the aspects of the slow progress of primary education

*The item number is according to the Agenda placed before the Board.

and to suggest ways and means by which the constitutional directive in Article 45 could be implemented by 1985 at the latest ;

- (ii) The appointment of a Committee to go into the problem of student unrest in detail, as the Board was distressed at the growing incidence of student unrest, and its incessant manifestations of violence ;
- (iii) The preparation of a Scheme of pilot projects to develop a programme of pre-primary schools by mobilising local community resources, especially in rural areas ;
- (iv) The expansion of correspondence and part-time education ;
- (v) The establishment of Centres of excellence in Universities.

B

The Proceedings of the Conferences of the State Education Ministers 1949—1967

[First Conference to Tenth Conference]

INTRODUCTION

Education Ministers' Conferences began to picture after the Independence. At first it was not intended to form a regular feature. In February 1949, Maulana Abul Kalam Azad called a meeting of the Provincial Education Ministers for the purpose of considering the implementation of scheme of Social Education as approved by the Central Advisory Board of Education. Just six months after, in August 1949, a Conference of Provincial Education Ministers was convened by Maulana Abul Kalam Azad mainly for the purpose of discussing the medium of instruction in schools and the problems of juvenile delinquency. This may be counted as the first Education Ministers' Conference. The next Conference in the series was held in 1956. It had a bigger agenda and wider scope of discussion on various aspects of education. It would appear from the proceedings that these early Conferences were mostly concerned to re-affirm or reiterate the resolutions already adopted by the Central Advisory Board of Education, to provide necessary clarifications, and to ensure uniformity in implementing certain programmes. Later, the Conferences also exchanged views on various matters of common interest, reviewed the progress made in the implementation of Educational Development Programme, and considered measures to be adopted for the removal of difficulties in the realization of national objectives and for the solution of crucial problems in education.

The importance of such Conferences can never be exaggerated. According to the provisions laid down in the Constitution, education is essentially a State subject. All important policy decisions at school level are taken by the State Governments. Even in higher education, colleges are set up with the approval of the State Governments and universities are established through laws passed by State Legislatures. In the organizational structure of the educational system of each State the Education Minister is at the apex. He plays the most important role in policy-making and in the implementation of all educational programmes in the State. To ensure a certain amount of uniformity and to secure the educational development on a national pattern, it is necessary that Education Ministers of the various States should meet and discuss in a Conference like this. The Education Ministers are at the implementing end. They help in carrying out the policies and decisions of the Central Advisory Board of Education. They form the executive wings of the Advisory Body.

There is another factor which enhances the importance of such Conferences. With the adoption of the technique of Five Year Plans and the creation of the Planning Commission the real work of determining policies, priorities and programmes has now greatly shifted from the State to the Centre in most sectors of development. As a corollary, the educational progress in the States has to depend to a great measure upon the financial allocation and priorities finalised by the Planning Commission and the Ministry of Education. In fact, the State policy-making has to take cognizance of the national frame of reference and Central decisions. This vertical integration in planning between the Centre and the State has to be balanced by the much needed horizontal coordination between the States. The State Education Ministers' Conference appropriately provides this balance.

The compilation in this Section includes relevant extracts from all the proceedings of the State Education Ministers' Conferences. These include significant passages from the Chairmen's Addresses and important recommendations and resolutions of the Conferences held from 1949 to 1967. These constitute valuable records of educational progress and, at the same time, provide insight into the educational thinking at the State level, during the two decades after independence.

PROVINCIAL EDUCATION MINISTERS' CONFERENCE

<i>When and where held</i>	: 19th and 20th February, 1949, at New Delhi.
<i>Chairman</i>	: Maulana Abul Kalam Azad, Minister of Education.

Genesis : At the meeting of the Central Advisory Board of Education held at Allahabad on 6th to 9th January, 1949, the Report of Adult (Social) Education Committee appointed in 1948 was adopted with a few minor modifications and it was proposed to call a meeting of the Provincial Education Ministers for the purpose of considering the implementation of the scheme. Accordingly, for the first time, a meeting of the Education Ministers was called. It, however, did not form part of the regular series of the State Education Ministers' Conferences. In August 1949, another meeting of the Provincial Education Ministers was called. This was later regarded as the First State Education Ministers' Conference in the series of such conferences.

Gist of Chairman's Address :

The Hon'ble Maulana Abul Kalam Azad said that making an immediate start with the scheme of Social Education and the training of teachers was urgently needed for the spread of basic education. In spite of the fact the country was faced with financial difficulties, the need for the spreading of education among the masses could not be minimised. The education of the adults should not be confined to the imparting of literacy alone, it should also provide them with training in the element of citizenship. The Ministry of Education was willing to extend the financial assistance to the Provinces for training a large number of basic education teachers.

Recommendations :

The Conference made the following major recommendations :

1. Social Education in the Provinces should be carried out by the combined efforts of both teachers and volunteers, the latter requiring the teaching only for two months in Summer Camps.
2. One teacher should teach 90 adults in a year in 3 batches of 30 adults.
3. The Provinces should review their own scheme of Social Education so that to bring them in line with the Scheme approved in the Conference.
4. Normally schools and training colleges should include in their courses the theory and methods of teaching adults.
5. The Government should encourage the use of visual aids.
6. The Provinces should start circulating libraries.

FIRST CONFERENCE
(PROVINCIAL EDUCATION MINISTERS' CONFERENCE*)

<i>When and where held</i>	: 19th and 20th August, 1949, at New Delhi.
<i>Chairman</i>	: Maulana Abul Kalam Azad, Minister of Education.

Genesis : The Conference was convened by the Hon'ble Maulana Abul Kalam Azad, Minister of Education mainly for the purpose of discussing (a) the medium of instruction in schools, (b) the problem of juvenile delinquency in the country.

Gist of Chairman's Address :

The Hon'ble Maulana Abul Kalam Azad referred to the recent decision of the Central Advisory Board of Education to give primary education in the mother tongue to the child and to provide even secondary education through the medium of mother tongue in case a sufficient number of pupils desired it. This would lead to an amicable settlement of the problem. Regarding the juvenile delinquency, the existing laws in various provinces were inadequate and, therefore, it was necessary to bring uniformity in this important field by Central legislation. There was also need for separate establishment of reformatories and use of correction for juvenile offenders.

Significant Recommendations/Resolutions :

The Conference made the following resolutions :

1. This Conference reiterates the resolution adopted by the Central Advisory Board of Education at its last meeting in Allahabad with necessary clarifications. The resolution will now read as follows :

The medium of instruction and examination in the junior Basic Stage must be the mother tongue of the

*This was later regarded as the First State Education Ministers' Conference.

child and where the mother tongue is different from the regional or State language arrangements must be made for instruction in the mother tongue by appointing at least one teacher, provided there are not less than 40 pupils speaking the language in the whole school or ten such pupils in a class. The mother tongue will be the language declared by the parent or guardian to be the mother tongue. The regional or State language, where it is different from the mother tongue, should be introduced not earlier than Class III and not later than the end of the Junior Basic Stage. In order to facilitate the switching over to the regional language as medium in the Secondary Stage, children should be given the option of answering questions in their mother tongue, for the first two years after the Junior Basic Stage.

In the Secondary Stage, if the number of pupils whose mother tongue is a language other than the regional or State language is sufficient to justify a separate school in an area, the medium of instruction in such a school may be the mother tongue of the pupils. Such schools, if organized and established by private societies or agencies, will be entitled to recognition and grants-in-aid from the Government according to the prescribed rules. The Government will also provide similar facilities in all Government, Municipal and District Board schools, where one-third of the total number of pupils of the school request for instruction in their mother tongue. The Government will also require aided school to arrange for such instruction, if desired by one-third of the pupils, provided that there are no adequate facilities for instruction in that particular language in the area. The regional language will, however, be a compulsory subject throughout the Secondary Stage.

The arrangements prescribed above will, in particular, be necessary in metropolitan cities, or places where a large number of people speaking different languages live, or areas with a floating population speaking different languages.

2. The Conference recommends that in view of the fact that a number of Provinces have no Acts dealing with the problem connected with juvenile delinquents, and in

view of the importance of the problem and its inter-Provincial ramifications, a Committee be appointed with powers to examine (1) the legislation at present in force in the different Provinces ; (2) the provision for the implementation and administration of such legislation ; and (3) the different aspects of the problem of delinquent children, and to suggest (a) legislation for all the Provinces to deal with the problem of the delinquent child, and (b) provision for juvenile courts or investigation centres ; probation officers for enquiry into the life-histories and environmental conditions of children brought into courts and centres ; training houses, care-homes, establishments, reformatories ; training of officers, fit persons, magistrates, and persons in whose charge children will be placed ; finances and all other incidental matters.

3. In view of the alarming increase in the number of destitute and uncared for children, the Conference recommends that the State should take immediate steps for the welfare of destitute and uncared for children and to implement the provisions of the Draft Constitution for protection of children against exploitation and moral degradation.

SECOND CONFERENCE

<i>When and where held</i>	: September 1956, at New Delhi.
<i>Chairman</i>	: Maulana Abul Kalam Azad, Minister of Education.

Significant Recommendations/Resolutions :

Measures for speedy and smooth implementation of the Education schemes under the Second Plan.

- (i) In implementing the developmental schemes, the State Governments should keep in view the general pattern of education agreed upon by the Central Advisory Board of Education, Inter-University Board, Education Ministers' Conference and Conference of Vice-Chancellors and Chairmen of Boards of Secondary Education. The State Governments will, however, continue to receive assistance for the approved schemes initiated in the First Five-Year Plan, if included in their Developmental Programmes under the Second Five-Year Plan.
- (ii) For the purpose of ensuring regular flow of information from the States to the Centre and submission of reports evaluating the progress made in the schemes initiated by States, the Conference favoured the setting up or strengthening of the Planning and Statistical Units in the States.

Basic Education

The Conference reaffirmed that Central and State Governments have accepted Basic education as the pattern of Elementary education in conformity generally with the enunciation of the Concept of Basic education as clarified recently by the Basic Education Standing Committee and endorsed by the Central Advisory Board of Education and expressed the view that this declaration should form the basis for the development of Basic education in the country.

The Conference considered the recommendations of the Basic Education Assessment Committee and suggested that in order to carry out educational reconstruction on the lines of Basic education, State Governments should adopt the following measures :

- (i) Establishment of Basic Education Boards consisting of official and non-official members, with adequate powers to advise Education Departments and secure public co-operation.
- (ii) Introduction of some of the important features of Basic education in all existing and newly opened Elementary schools as early as possible so as to give greater practical bias and facilitate their eventual transformation into Basic Schools. This work should be completed within the Second Five-Year Plan period.
- (iii) Developing, as quickly as may be practicable and wherever possible, an integrated course of eight years of Basic education, the Junior Basic schools of five years being regarded as feeder schools to centrally located Senior Basic schools for the education of children who can stay on for eight years. During the transitional period, however, there should be a self-contained course for the first five years followed by another of three years, keeping in view the ultimate objective of developing an integrated course of eight years, catering for the entire school-going population of age 6-14. While the five-year course in the Junior Basic schools will be a self-contained course for a large proportion of children for the present, it will also be part of an integrated course of eight years for others, who can receive education up to the age of 14.
- (iv) Making of due provision for the further education of children passing out of Senior Basic schools either in Post-Basic schools or by being admitted without hindrance to Secondary schools.
- (v) The conversion of Teachers Training Institutions at the undergraduate level into Basic School should be completed before the end of the Second Five-Year Plan.
- (vi) The standard of education given in the Post-Basic schools should be as high as or even higher than that in ordinary Secondary schools.

Reconstruction of Secondary Education

In view of the fact that adequate provision was not made by the State Governments for the conversion of High schools to Higher Secondary schools and for the establishment of Multi-purpose Higher Secondary schools, it was suggested that the States might consider the question of making adjustments in the Plan to bring about this reorganisation.

Promotion of Hindi

- (a) The State Government should take greater interest in the promotion of Hindi and formulate schemes on the lines suggested by the Hindi Shiksha Samiti.
- (b) The scheme of establishing Training Institutions for teachers of Hindi in non-Hindi speaking areas was considered as one of high priority and it was suggested that there should be at least one such institution in each non-Hindi speaking State.

Teaching of English in Secondary Schools

Having regard to the necessity of learning a modern European language for further studies in Science and Technology, it was decided that :

- (i) English should be taught as a compulsory language both at the Secondary and the University stages, and that the State Governments should take such steps as may be considered appropriate to ensure that, at the end of the Secondary stage, students acquire adequate knowledge of English so as to be able to receive education through this language at the university level.
- (ii) English should not be introduced earlier than Class IV. The precise point at which English should be started at the Middle stage was left to each individual State to decide.
- (iii) The following formula was approved in regard to the study of languages at Secondary schools :
 - (a) (i) Mother tongue, or (ii) regional language, or (iii) composite course of mother tongue and a regional language, or (iv) a composite course of mother tongue and classical language.
 - (b) English.

Promotion of Physical Education

The State Governments should give greater attention to the promotion of physical education, games and sports and other extra-curricular activities.

Administrative Control of Social Education

Both in the Community Project areas and outside, general supervision and control of social education work should be in the hands of the Education Departments of the States, and the Central Ministry of Education should take up this matter with the Community Projects Administration.

THIRD CONFERENCE

- When and where held* : 20th and 21st September, 1957,
at New Delhi.
- Chairman* : Maulana Abul Kalam Azad,
Minister of Education.

Extracts from the Chairman's Address :

Mahatma Gandhi thought deeply over the nature of national education and formulated the Basic pattern. Since then, we have also considered the matter carefully. We have the largest population in the world next to China. With our vast number, there can be no solution of the problem of education except on the Basic pattern. . . If we are to make education universal and at the same time increase the prosperity of the people, the Basic pattern supplies the only answer.

Our traditional Secondary education was purposeless and only meant as preparation for higher education. We now propose to rectify the situation by recognising that Secondary education is not a mere means but itself an end. . . This makes it necessary that Secondary education must fit people for the various types of activity which society demands.

It has been decided to diversify Secondary education and organise a number of Multipurpose schools.

Increase in the duration of the Secondary course by one year will help to raise the general standard of education in the country.

Another important question in this connection is the improvement in the standard of University education. In most Universities in India we have at present a two-year degree course. It has generally been recognised that this does provide a sufficiently high standard and the two-year degree course should be replaced by a three-year degree course.

We all know that education is a State subject. Except for the coordination and maintenance of standards of University education and the development of technical and scientific education, all other fields of education are purely State responsibilities. . . It is in order to ensure complete cooperation between the Centre

and the States that the Central Advisory Board of Education was set up many years ago.

When it takes a decision, we can regard it as the result of the united experience and wisdom of the educationists of the country. You will realise that its decisions are not decisions of the Government of India but decisions to which State Governments, Members of Parliament and independent educationists have contributed in an equal measure. Since the Board's decisions are your decisions, it is clear that the responsibility for implementing them must lie with you.

Significant Recommendations/Resolutions :

**Item No. 2. Recommendations of the Planning Commission Panel on Education*

This Conference endorsed the recommendation made by the Education Panel of the Planning Commission to the effect that education for the age group 6-11 should be made free, universal and compulsory by the end of the Third Plan period.

Item No. 6. Girls' Education

The Conference approved the following recommendation of the Panel on Education with regard to Girls' Education :

- (a) Provision for free accommodation for women teachers ;
- (b) Appointment of School mothers in rural areas to give encouragement to co-education ;
- (c) Award of stipends to women teachers for training at the under-graduate level ;
- (d) Organisation of condensed or special courses of general education and teachers' training for adult women ;
- (e) Organisation of refresher courses for trained women teachers ; and
- (f) Award of stipends for girls studying in classes VIII to XI, provided the recipients undertake to adopt teaching profession for a period of five years at least.

* Item number is according to the Agenda placed before the Conference.

FOURTH CONFERENCE

<i>When and where held</i>	: 8th and 9th August, 1959, at New Delhi.
<i>Chairman</i>	: Dr. K. L. Shrimali, Minister of Education.

Extracts from the Chairman's Address :

There has not been an appreciable qualitative improvement in Secondary schools. Unless we link up our Secondary education with the pattern of employment opportunities and improve the vocational competence of the school-leavers, we would create discontent among the youth and imbalance in society. In spite of all the efforts to improve Secondary education, the percentage of failures remains more or less constant at about 50 per cent. Any system of education which results in the failure of more than 50 per cent of students stands self-condemned and effective steps must be taken to apply remedial measures so that this enormous waste of human energy may be eliminated. While restriction of admission to the universities has become an urgent need, steps will have to be taken simultaneously to make Secondary education more practical so that it may be a terminal point for the majority of students and also by providing post-Secondary vocational and technical training or apprenticeship courses for entry into various professions, trades and vocations. If we continue to neglect this aspect of education we are allowing the youth of the country to become cynical and frustrated. In our country there is no need for conscription for military purposes but we do need an army of disciplined youth who would dedicate themselves to the social and economic reconstruction of the country.

Significant Recommendations, Resolutions :

** Item No. 1. To consider the question of provision of free and compulsory education with particular reference to the*

* Item number is according to the Agenda placed before the Conference.

introduction of compulsory education for 6-11 age-group in the Third Five-Year Plan.

Reaffirmed the decision taken in the Conference of State Education Ministers held in 1957 to provide universal, free and compulsory education for all children in the age-group 6-11 by the end of 1965-66.

This Conference commended to the attention of the State Governments, the Madras Government's programme for school improvements, in which the cooperation of the local community is sought in such matters as provision of mid-day meals, equipment for schools and construction of school buildings.

Item No. 2. To consider the development of sports and physical activities in schools and colleges.

High priority should be given to the provision of playgrounds for educational institutions and adequate funds should be provided for this purpose.

Item No. 4. To consider the National Service Scheme.

The Conference made the recommendation that the question of introducing the scheme on a compulsory basis should be considered after the experience of a pilot project to be operated for a few years.

Item No. 5. To consider the question of converting the existing High Schools into Higher Secondary Schools during the Third Plan period.

In order to complete the reorganisation of Secondary education as early as possible, at least 50 per cent of the existing High schools should be converted into Higher Secondary schools during the Third Five-Year Plan.

FIFTH CONFERENCE

- When and where held* : 4th and 5th November, 1960,
at New Delhi.
- Chairman* : Dr. K. L. Shrimali, Minister of
Education.

Extracts from the Chairman's Address :

It is envisaged that, by the end of the Third Plan, 80 per cent of the children in the age-group 6-11 will be in school. In most areas there would be cent per cent enrolment, while in others it might be less than 80 per cent but substantially more than the existing level. By the end of the Third Plan, some of the States will have achieved compulsion over their entire jurisdiction, while in other States it would be possible to apply compulsion over fairly large areas.

An important preliminary measure for the launching of this programme is the passing of an up-to-date Compulsory Education Law. The existing position in this respect is far from satisfactory. Most of the existing laws of compulsory education are out of date. I would, therefore, request you to examine this matter and have a new law for compulsory primary education enacted for your State as early as possible.

There are three other important measures needed for the success of a nation-wide programme of introducing universal free and compulsory primary education. The first in priority is a sustained campaign for educating public opinion so that parents may send their children, and particularly daughters, to school.

The second important aspect of this enrolment problem is to assist the poor and needy parents by providing school uniforms, text-books and school meals for the children.

The third and most important part of the programme is the recruitment of teachers. The quality of education depends mainly on the competence and devotion of teachers. In order to attract the right kind of teachers and to keep them contented it is of the utmost

importance that every possible effort is made to improve their conditions of service. I should also like to suggest that a reasonable old-age provision for the primary school teacher and his family should be made. I would like to commend for your consideration the triple benefit scheme of pension-cum-provident fund-cum-insurance adopted in Madras. I had brought to your notice some time ago the suggestion that a scheme might be devised to give free tuition to the children of all teachers. I hope it will receive your sympathetic consideration.

The one item in our educational budget where considerable economy could be effected without in any way lowering the standards of instruction is the construction of buildings. If the programme of universal education is to be effective, our traditional approach with regard to school buildings will have to be radically altered. We must spend as little as possible on buildings and reduce their cost by every known device, such as use of local material, voluntary labour and simplicity of design.

I should like to draw your attention to another urgent problem, *i.e.*, the improvement and expansion of science teaching in secondary schools. The level of science teaching will have to be raised and with this object in view a comprehensive training programme for teachers would be necessary. It is essential that promising scientific talent which reveals itself at the secondary stage should be given special opportunities for development.

Indiscriminate admissions to universities and colleges neutralise all efforts to improve educational standards. It is the considered view of the University Grants Commission and of the Government that no appreciable improvement in standards can take place unless the rising tide of numbers can be stemmed and admission is given on a selective basis only to those who have the capacity to benefit from it.

Before concluding I should like to refer to a national problem which is causing considerable anxiety to all of us. The strength with which fissiparous tendencies are gathering in our country should be a warning to us. Educationists have to accept without reservation the task of meeting this challenge. If education fails to promote social cohesion, emotional integration and national solidarity among the youth, it will be a major failure of our educational system.

Significant Recommendations Resolutions :

Item No. 1.

- (a) Every State should review its existing legislation on the subject of compulsory primary education and should enact, as early as possible, a comprehensive and up-to-date law for the endorcement of compulsory attendance. The Delhi Primary Education Act, 1960, may be taken as a basis for consideration in this respect.
- (b) In order to reach the over-all national targets of enrolment set out in the Third Plan, enrolment drives should be organized.

Item No. 2.

The Conference recommends that the triple-benefit scheme of Provident Fund-cum-Insurance-cum-Pension on the pattern now adopted in Madras State, should be introduced for Primary teachers in all States.

The Conference feels that children of all Primary teachers should receive free tuition till the end of the High School stage.

Item No. 3.

The Conference recommends that adequate steps should be taken for the establishment of Hindi Teacher Training Colleges, in non-Hindi speaking States, where the need for such colleges exists.

Item No. 4.

The Conference realises the great importance and urgency of promoting national consciousness among our students and bringing about their emotional integration with the wider interests of the country and strongly supports the programme drawn up by the Ministry of Education for this purpose.

SIXTH CONFERENCE

- When and where held* : 18th and 19th October, 1962,
at New Delhi.
- Chairman* : Dr. K. L. Shrimali, Minister of
Education.

Extracts from the Chairman's Address :

Economic inequality is undoubtedly one of the main causes of social tensions and I believe that nothing will contribute more to its removal than a system of free public education designed to secure equal facilities to children of all classes irrespective of their economic background.

For some time past Ministry has been giving thought to the question of providing mid-day meals for school children. Mid-day meal to supplement the food which they receive at home is an imperative necessity for millions of those children who come from homes which cannot provide for even one good meal.

It must also be emphasised that in the pursuit of the many objectives of social education we should not lose sight of the imperative need for spreading literacy. Unfortunately the pace of the effort in the removal of illiteracy has been so slow in the past that we continue to have today a vast population of illiterate people. The programmes for liquidation of illiteracy have therefore to be undertaken in a big way.

The important problem of textbooks also need urgent attention. So far, the State Education Departments have relied mainly on competitive bidding for securing textbooks for schools. The results have not always been successful. I would, therefore, urge the need to have the textbooks examined and reviewed at the highest academic and professional level before they are introduced in the schools.

In all the discussions we have had at the Chief Ministers' Conference and the National Integration Council, there has been

complete unanimity that as we change over to the regional languages as the media of instruction, we must strengthen the teaching of both Hindi and English which provide links between the different linguistic regions of our country as also between India and the rest of the world. The three-language formula which has also been approved by the National Integration Council should be speedily implemented.

General Discussion :

The Conference emphasised the high importance of rapidly expanding women's education at all levels and recommended that the special programmes for women's education should be made a Centrally sponsored scheme at a very early date, as has also been recommended by the Emotional Integration Committee.

The Chairman referred to the Report of the Renuka Ray Committee on School Health Education which had been circulated to all State Governments. The Conference recommended that the National School Health Council, as recommended by the Renuka Ray Committee, should be established at an early date in the Ministry of Education for coordinating and guiding all programmes of school meals and health education and services.

Significant Recommendations, Resolutions :

**Item No. 1. Report of the Emotional Integration Committee (Dr. Sampurnanand Committee) :*

The Conference decided that a discussion on the Report should be postponed to January next, so that the very vital recommendations made by the Committee could be gone into more fully and due consideration given to the various important points raised in the Report.

Item No. 4. Establishment of New Universities :

The Conference recommended that, in the interest of emotional integration of the country as well as for setting academic standards, the Central Government should establish more Central

* Item number is according to the Agenda placed before the Conference.

Universities with the objective of ultimately having one Central University in each State.

Item No. 5. Qualitative Improvement of Secondary Education :

The attention of the Conference was drawn to the main problems relating to the qualitative improvement of secondary education. Among the measures taken by the Central Government a mention was made of the Central Institute of English at Hyderabad, development of the multi-purpose school in each State so that it would provide the full-range programme that a multi-purpose school should have, development of the training programme for science teachers through the four Regional Colleges, and in-service training through Extension Centres.

The Conference was of the view that measures for qualitative improvement of secondary education were of urgent importance and that adequate funds should be provided for the purpose. It emphasised the need for increasing the supply of trained teachers, particularly for those school subjects in which there is a shortage at present and for giving a technical and practical bias to secondary education so that it may be linked more effectively with employment requirements related to various programmes of economic development.

Item No. 6. Implementation of the Three-Language Formula:

The Conference decided that a Committee should be set up to make a detailed examination of the recommendations in this connection.

Item No 7. Free Textbooks to Poor and Needy Children in Elementary Schools :

The Chairman informed the Conference that arrangements had been made with some foreign countries, like Sweden and Australia, for the supply of about 10,000 lbs of paper for the next four or five years and hoped that the State Governments would undertake the printing of textbooks on this paper and distribute them free to needy children. The Conference recommended that the State

Governments should aim at taking over the production of textbooks, at least at the elementary stage. It also recommended that a programme should be developed under which textbooks would be made available, free of charge, to all children who are poor and needy.

Item No. 9. Standing Committees of Central Advisory Board of Education:

The Conference noted the setting up of the four Standing Committees of the Central Advisory Board of Education on Primary, Secondary, University and Social Education and the Steering Committee to coordinate the work of these Committees.

Item No. 14. Maintenance of Satisfactory Standards of Instruction in English:

Education Minister, Andhra Pradesh, stated that his State had decided to introduce English from the third standard. This raised the difficulty of finding the required number of teachers. The Conference was informed that the Ministry of Education were considering the possibility of setting up at an early date three more Regional Institutes of the same type as the Central Institute of English, Hyderabad.

SEVENTH CONFERENCE

When and where held : 25th and 26th April, 1964,
at New Delhi.

Chairman : Shri M. C. Chagla, Minister
of Education.

Extracts from the Chairman's Address :

The time has come when we should think of consolidation and quality and I think that the Centre must pick out selected sectors for purpose of improving quality. We must set up institutions in the Centrally sponsored sector which will act as models. If I may change the phrase, I would like to have all over the country "peaks of excellence" which would be a sort of beacon light to all the other institutions fired with ambition to attain the same high position.

Turning to secondary education, I think, that is the most vital sector today in our education. Now if you want the standards of university education to go up, you must improve the quality of secondary education. After all, it is secondary education that feeds the colleges. Therefore, the first thing we have to do is to have a crash programme for the training of teachers.

I should like to set a target before you in secondary education. At least one school in every community block should be developed as a quality school, that is as a model school. We cannot have all schools as quality schools, but if you keep that target before you, then you will have an institution where you can send gifted boys and girls.

The other aspect of secondary education is diversification. I was looking at the figures that in India only 12 per cent of the students who go to secondary schools take to vocational courses. In other countries 60 to 70 per cent take to vocational courses ... I am of the view that in secondary schools there should be a vocational bias. Every student should learn some skill or craft so

that every student should understand the dignity of labour and in schools which are in villages we must give an agricultural bias.

We must attach the greatest importance and give the highest priority to post-graduate research. If you want to find out in a country what is the standing of education and what achievements have been made, you can find it from the position of post-graduate research.

We should also have as our target one good college in each district. As I said, you ought to have model schools so you should have model colleges.

With regard to teacher training, as I said, we want to have a crash programme. We want to set up more teacher training institutions. We should have more part-time classes. I attach the greatest importance to correspondence courses.

It is very necessary that all teachers should get the same remuneration whether they belong to private schools, privately managed schools, schools run by local authorities or schools managed by State Governments . . . You will never get the right type of teachers unless you raise the status and emoluments of teachers. Same thing applies to old-age benefits and similar conditions of service.

General Discussion :

After the Education Minister's address, there was a general discussion. Some of the important points discussed were :

1. There is urgent need for qualitative improvement at all levels of education.
2. An immediate problem is to find funds for the construction of the school buildings.
3. For girls' education, especially in rural areas, the biggest problem is to provide residential accommodation for women teachers.
4. Whereas it is necessary to provide security to teachers under private managements, it is also essential to ensure that they are recruited on the basis of prescribed qualifications and in accordance with an approved procedure.

Significant Recommendations/Resolutions :

Elementary Education

- (i) Vigorous steps should be taken to reduce wastage.
- (ii) A selective approach should be adopted to improve primary and middle schools. Every year a few schools should be selected and intensively developed.
- (iii) A crash programme for improving the training of teachers should be undertaken. This would include expansion of teacher training facilities. Correspondence courses for teacher education should be organised on the required scale.
- (iv) The programme of school meals is to be developed on a larger scale in all the States. Endeavour should be made to reduce the dependence on foreign aid for this purpose.
- (v) A programme of free supply of textbooks at least to all poor and needy children should be developed. In this context full use should be made of the gifts of paper received from Australia and Sweden.

Secondary Education

- (i) Schools in all States should conform to a uniform school leaving standard.
- (ii) A 12-year course of schooling before admission to the degree course is the goal towards which the country must work, even though considerations of finance and man-power may not make it possible to implement such a scheme for all States in the immediate future.

The Conference welcomed the programme indicated by the Education Ministry for the qualitative improvement of secondary schools. The Conference endorsed the suggestion that during the Fourth Plan at least 10 per cent of the secondary schools should be strengthened as peak of excellence and that the talented children of the area should be enabled to take advantage of these schools.

Higher Education

1. The general policy should be to strengthen existing universities rather than to establish new ones.

2. At the university stage a major programme should be to select the most promising students and, through an adequate provision of scholarships, to enable them to join the best institutions in the country.
3. The expansion and qualitative improvement of post-graduate education should be emphasised. The target of enrolment at the post-graduate stage should be 30 per cent of the total enrolment at the under-graduate stage.
4. To provide facilities of university education to the rapidly increasing number of students, the following measures should also be adopted :

- (a) Correspondence Courses ;
- (b) Part-time Courses ; and
- (c) Evening Colleges.

Social Education

The Fourth Plan should aim at a country-wide drive for liquidation of illiteracy. The minimum target should be to liquidate 25 per cent of the total illiterate population in the age-group 14-15.

Emoluments, Training and Service Conditions of Teachers

1. In the Fourth Plan the minimum qualification for recruitment of elementary teachers should be matriculation.
2. It is desirable to do away with the disparity between the emoluments and service conditions of teachers serving under different managements such as Government, local bodies and private organizations.
3. Other facilities to be provided to teachers should include the following :
 - (a) Free education for their children.
 - (b) Triple benefit scheme (e.g., pension, provident fund and insurance).
 - (c) Quarters for teachers—specially in rural areas and for women teachers.

Textbooks

For raising the standard of education, it is essential to improve the quality of textbooks.

Financing Education

For a proper development of education it is essential to provide for very much larger funds than at present. The Centre and many of the States have not yet implemented the Kher Committee recommendations that at least 10 per cent of the Central and 20 per cent of the State budgets should be spent on education.

Physical Education

There is need to organise efficiently programmes of physical exercises, sports and games for every student.

EIGHTH CONFERENCE

<i>When and where held</i>	: 5th and 6th June, 1965, at Srinagar.
<i>Chairman</i>	: Shri M.C. Chagla, Minister of Education.

Extracts from the Chairman's Address :

Education often becomes the first casualty whenever there is an economy drive. I think people are now beginning to realise more and more that education should have top priority. I think, next to defence, education is perhaps the most important of all the national sectors . . . Now I think the one thing we want to emphasise in the next Plan is quality and consolidation. There has been a tremendous expansion in education, an expansion that has never been seen perhaps in any part of the world but now we have to take stock and realise that the time has come when we should begin to think of standards, of quality, of consolidating the advance that we have already made.

I attach the greatest importance in the next Five Year Plan to technical education and to science education. Technical education because our country can never become prosperous unless we have a technical base to our production. We want trained technicians, we want trained technological men, we want men of science who will be able to convert a society of poverty into a society of plenty. I attach great importance to science not merely because science means knowledge, but science also means a method of changing the outlook of a country. It is only through scientific education that we can change our mental and psychological attitudes. We still suffer from superstitions and prejudices which obstruct our progress. If we are to fight our prejudices and superstitions, science is the only way to bring about this consumption. We talk of groupism and factionalism and casteism in our country ; unfortunately, it is there. But the only way to fight it is to bring up

our young boys and girls in the study of science so that they begin to understand the value of objective reality, of objective assessment of a rational modern outlook in society.

Then with regard to primary education, I would like to draw your attention to the terrible imbalance that exists between different sectors. First, the imbalance between boys and girls . . . No society can progress unless the girls are educated. I have often said this and I repeat : educate a boy and you educate an individual, educate a girl and you educate a whole family, and therefore, the greatest importance must be attached to girls' education.

Then there is the imbalance between forward and backward States . . . This imbalance has to go. We must always remember that India is one and united and India has got to march ahead as one. We cannot have one section marching ahead and the other section lagging behind. Then there is the imbalance in different parts of the States themselves . . . We cannot have in the same State a sector which is backward and a sector which is progressive. It leads to frustration, it leads to discontent and it leads to many things which are not good for any State.

There is also the imbalance between the salaries given to teachers in different States . . . We must aim at a sort of national minimum, an idea which I had put forward at the last Conference also. At least, we should resolve that every State should make an attempt, a serious attempt, to see that every teacher gets at least a minimum salary. How can we expect our young boys and girls to be trained, if we do not pay our teachers the barest minimum which a human being must receive in order to live as a human being. We talk of teachers moulding the characters of our youth. Well, we must get the right type of people to do so and if a teacher has got to worry about the next day's problems, how he is going to feed himself and his family, he cannot be expected to mould the character of the future citizens of this country. Then, there is imbalance between the salaries paid to teachers and salaries paid to government servants. I have never been able to understand why States attach greater importance to their civil servants than they attach to teachers . . . I think that the teacher plays as important a role in the national development as the civil servant. Again, there is the imbalance between the salaries paid to teachers in government schools and salaries paid to teachers in private schools. These are some of the imbalances which ought to be removed.

Then there are schools which are sub-normal and which cannot be called real schools by any stretch of imagination. Now, I think all the States must determine to raise the sub-normal schools at least to a bare norm, which we must lay down. I would like this Conference to take another decision that in future no schools will be built unless they conform to the minimum standards laid down.

Now, coming to secondary education, as I said before, the first important aspect of secondary education is to make it production-oriented. There should also be diversification at the secondary stage. . . But, more important than diversification is that these courses should become terminal. The only way to prevent pressure upon universities, the only way to prevent the number of unemployed being increased—I mean the number of educated unemployed which is the most dangerous section in any society—is to see that large number of boys and girls go in for terminal courses so that there is no reason why they should go to the university and take their degrees. Then, I am very anxious that we should have model schools in every State . . . I would like to have a model school in each district so that it would act as a sort of beacon light for the other schools and those will try to come up to the standards of the model schools.

Coming to higher education, we have taken a firm decision that we will have no more universities in the Fourth Five Year Plan. There are already 62 Universities in India and, I think, that is as good a number as any country can wish to have. The standards in the universities are falling fast and one of the most serious problems we have to face is the standard and quality of collegiate education.

I should like to say something about student-indiscipline. I have always taken the view that student-indiscipline is a symptom and not a disease. And, in order to remove indiscipline, we have to diagnose the disease and cure it . . . I have the greatest faith and confidence in youth. They have idealism, they have patriotism, they have a desire to serve the country. What we need is the proper type of people to make an appeal to them, an appeal to which they can respond. I may mention the reasons which lead to student-indiscipline. One is unsatisfactory college life. The ratio of teacher and pupil is so high that it is impossible for many students to have any contacts with college teachers at all . . . We should control the numbers that are admitted in a college, so that

there should be better contact between the college teacher and the student.

The second and perhaps the very important factor is that there is a lack of feeling among the students of participation in what is happening in our country. We are launching upon a great and glorious adventure, one of the most glorious that any country can launch upon to make 450 million people great citizens. to make a country with diverse languages and cultures, a great modern country and what we have to do to make the students feel that they have a place in this adventure is that they must participate in this adventure. They must have a sense of belonging, which they do not have to-day.

The third factor is we have never thought of proper ways and means of utilisation of leisure. There is too much leisure for our students in colleges and universities . . . What we have to do is to organise the leisure of the students, make them do something worthwhile.

The next reason for the indiscipline of the students is that students do not have a proper home atmosphere.

And the final cause of student indiscipline to which I might draw your attention is the introduction of politics in our university life. There should be an honourable convention acceptable both by government and by opposition parties that university ground is, I might use the old English expression, a sanctuary ; it is sacred ground and politicians should not trespass upon that sacred groune . . . I think we can make it a condition of the service of our professors that while he is a teacher or professor, he will not take part in politics. Students are largely guided by teachers and if we can control our teachers, we would have gone a long way towards controlling our students.

Significant Recommendations/Resolutions :

**Item No. 2. Fourth Five Year Plan :*

The following line of approach in respect of educational schemes during the Fourth Plan was agreed upon :

- (a) States which are backward in primary enrolment and teacher-training, should give necessary priority to, and

*Item number is according to the Agenda placed before the Conference.

recognise the urgency of these schemes and ask for special Central assistance.

(b) The accepted approach for qualitative improvement is three-fold :

- (i) General levelling-up of all institutions to reasonable, though necessarily austere, norms ;
- (ii) Special development of selected institutions to higher peaks of efficiency, such as development of selected secondary schools, regional training colleges, centres of advanced studies, etc., and
- (iii) Ensuring that new institutions are not established at sub-standard level.

(c) Full emphasis will be laid on :

- (i) Science education at all levels ;
- (ii) Developing basic crafts and technology ;
- (iii) Diversification at the secondary stage into practical terminal courses including those in agriculture ;
- (iv) Chalking out a new policy regarding establishment and growth of universities to avoid unplanned growth and to raise standards ;
- (v) A large-scale programme of social education ;
- (vi) Marshalling community effort, particularly for :

- (1) Pre-primary education,
- (2) Physical facilities in school-buildings, playgrounds, kitchen gardens, sanitary environments etc.,
- (3) Mid-day meals and other incentives, and
- (4) Social education including adult literacy.

- (vii) Carrying out the National Fitness Corps programme on a planned basis ; and
- (viii) Expanding adequately the national scholarships programme.

Item No. 3. Emoluments of Teachers :

The Conference was unanimously of the opinion that there was urgent need for raising the emoluments of the teachers.

Item No. 4. Indiscipline in Educational Institutions :

Broadly, it was agreed that :

- (i) The co-curricular and extra-curricular activities in educational institutions should be intensified and developed purposefully to give vent to the creative energy of students and to utilise their leisure in a planned manner and for social service.
- (ii) The teachers should remain aloof from active politics and devote themselves fully to educational work.
- (iii) The autonomy of educational institutions (including universities) should be fully respected but law-breakers, whether students or teachers must be dealt with appropriately to ensure the proper maintenance of law and order.
- (iv) Parent-Teacher Associations should be established and they should exercise their influence to avoid indiscipline amongst the students.
- (v) The age of admission to universities/colleges should be raised so that the students may have more maturity.
- (vi) Students may study and understand political systems and their working but not indulge in active political work.

Item No. 8. The Equivalence of Standards at the School Stage for Facilitating Inter-State Mobility of Students :

It was agreed that for facilitating the mobility of students and people from one State to another, the proposed equivalence of classes under different patterns of schooling periods in different States should be accepted, with the addition that admissions to the first year of the intermediate colleges (where they are still functioning as in U.P.) will be given only to students who have passed a public examination of the high school standard.

The proposed equivalence of classes is given below :

- (i) A child migrated from a ten-year high school to another ten-year high school, or from an eleven-year higher secondary school to another eleven-year higher secondary school should be admitted to the same class as he was studying in.

- (ii) In the case of a child migrating from a school where the duration of the school course is different from that in the school to which he is migrating—the top classes leading to the high school examination should be considered equal and the equivalence in the lower classes should be worked out on the basis of number of years required to reach the top class.
- (iii) A child migrating from a 11-year high school to a 11-year higher secondary school should be admitted to one class lower.
- (iv) A child migrating from a 11-year or 12-year or 13-year higher secondary school to a 11-year high school course should be admitted to one class higher.

Item No. 9. (a) Preparation of Standard Textbooks for Some Basic Subjects for use all over the country.

(b) Translation into Regional Languages of Good School Books in use in Foreign Countries.

It was agreed that the model textbooks being prepared by the National Council of Educational Research and Training be adopted all over the country ; they should be sent to the States as soon as they are ready so that translation into regional languages could be taken up expeditiously.

NINTH CONFERENCE

When and where held : 18th and 19th June, 1966,
at Madras.

Chairman : Shri M. C. Chagla, Minister of
Education.

Extracts from the Chairman's Address :

We have certain imbalances in our educational system which still continue. There are imbalances between the sexes... Any country where the women are not educated cannot consider itself a modern or advanced country. Then, we have regional imbalances between the tribal areas and non-tribal areas in many States... We also have imbalances—apart from the tribal areas—in the State itself. One part of the State is advanced and the other part is not advanced. It is necessary to do away with these imbalances and to see that all sectors of our people and all regions of our country advance together in the field of education.

As regards the Fourth Plan, which we are about to launch, we have decided to emphasize the qualitative aspect of education. There has been a tremendous expansion. There has been, what I might call, an educational explosion. But the time has come when we should take stock of what has been achieved and what should be achieved.

We want our school education to be work-oriented, to be production-oriented. We want our students to realise the dignity of labour, to understand the need for using their hands, soiling their hands and not treating their hands as something sacred so that they should remain clean and not be spoiled by work.

I am one of those who believe that it is only through science education that we will be able to transform our society. In many respects we are still medieval, we are still superstition-ridden, prejudice-ridden and predilection-ridden. If we are going to wipe out this, we must bring up the next generation in a frame of mind which will make them objective and rationalistic. This can only be done through science education.

Let us not forget that it is the textbook that creates an indelible impression upon the young mind. That impression is a lasting impression. What he reads in his textbook he carries with him throughout his life. The philosophy he learns, the ideology he learns, the facts that he collects, are all gathered from textbooks. Therefore, if you want to have a national educational policy, it is absolutely important that we should have common national textbooks.

I would like to mention a new scheme that has been prepared by a team of Unesco experts that had come here and that is the scheme of "Functional Literacy". The idea is this. It is not good enough to make a man literate ; we must make his literacy serve a function, a purpose... The idea is that for the time being you concentrate on literacy drive in the areas where you are concentrating on increase of food production so that the farmers, the land cultivators and the land labourers will be able to make a better contribution through the knowledge they have gained by means of becoming literate... I am not suggesting that we should not take care of other regions ; certainly we should. After all we have to cut our coat according to our cloth. If our resources are limited, we can concentrate on a particular area, produce the necessary results and apply those lessons that we have learnt to other parts of the country.

The need now is not to multiply new technical or engineering institutions... What we need is expansion of institutions which already exist... The number of engineers we produce, the number of technicians we produce must be regulated according to the man-power need of our country and from this point of view, we are considering specialised courses which will produce necessary specialists for the new disciplines which we will require in the next five or ten years in our country.

Apart from university and college teachers, the class of teachers which is hardest hit and to whom my heart always goes out and for whom I have the greatest sympathy are the teachers of the primary and secondary schools. Their condition is still terrible and we have to do something to improve their lot ... I have never been able to understand why the States should give more attention to civil servants than to teachers. It is suggested that teachers are less important than civil servants. I must say that administration has to go on but we cannot neglect our education and therefore the States have got to find the resources to satisfy the just needs of the teachers.

The Indian Educational Service is important from many points of view. But to me the most important is the point of view of a national educational policy, national integration. It is only through a national educational service that we will be able to achieve many of the goals which we have in mind in order to have a national educational policy for our country.

Significant Recommendations/Resolutions :

****Item No. 2. Fourth Five-Year Plan—General Education :***

- (i) The Conference reiterated its earlier decision (June 1965 meeting) that the backward States/areas should be given special Central assistance to enable them to catch up with the national average of enrolment at the primary stage.
- (ii) Special attention should be paid by the States/Union Territories to achieve the target indicated in Article 45 of the Constitution regarding provision for free and universal education within as short a period as possible.

Item No. 3. (a) School Education :

The Conference endorsed the scheme of correspondence courses for imparting teacher training to the untrained teachers—elementary and secondary—already in position, with a view to clearing this backlog completely during the Fourth Plan.

(b) Science Education :

The Conference approved of the science education project to be implemented with Unesco-Unicef assistance.

The Conference also endorsed the policy of strengthening science education at the elementary and secondary stages through various measures like the crash programme.

(c) Other Special Improvement Programmes :

- (i) The Conference approved of the mid-day meals programme targets indicated in the note, with the object

* Item number is according to the Agenda placed before the Conference.

that the coverage may increase from 85 lakh children to 280 lakh children.

- (ii) The Conference agreed with the view that steps have to be taken urgently for securing community participation in a very much larger measure for improving physical facilities in schools. A concerted nation-wide effort on the lines of the School Improvement Programme in Madras should be initiated all over the country.

Item No. 3. (ii) Measures to Check the Establishment of Sub-standard Institutions :

Education departments/boards of secondary education should be strict in giving recognition and should ensure observance of the norms laid down, if this is not being already done.

Item No. 4. (ii) Model Textbooks prepared by the NCERT :

The Conference approved the proposal that model textbooks/supplementary materials being prepared by the NCERT be adopted for use in the States, with minimum adaptation necessary to suit local needs.

Item No. 6. (ii) The Model Bill for Regulation and Control of Private Educational Institutions :

The Conference endorsed in principle the proposal to introduce legislation for regulation and control of private educational institutions which exploit the unwary students' keenness to acquire degrees.

Item No. 7. Technical Education in the Fourth Plan :

The Conference stressed the need to assess carefully manpower requirements in various sectors in the 4th, 5th, 6th and successive plans so that the intake and the courses provided in the institutions are altered suitably to meet the needs of economic development. It was emphasized that the employment of engineering graduates on jobs which could be handled by middle-level experts (diploma-holders) is not efficient utilisation of the limited human resources.

Item No. 8. Sports – Development of Games and Sports in the Country :

- (i) There should be a properly constituted Sports Council in every State.
- (ii) As far as possible each school should have a playground and where this is not possible there should be some places reserved for students of various institutions to play.

Item No. 13. Indian Educational Service :

The Conference considered in detail the proposal regarding the setting up the Indian Educational Service and agreed that the Service should be established as soon as possible after considering the comments and views of the State Governments.

TENTH CONFERENCE

- When and where held* : 28th to 30th April, 1967,
at New Delhi.
- Chairman* : Dr. Triguna Sen, Minister of
Education.

Extracts from the Chairman's Address :

The reconstruction of education which we envisage has three aspects : transformation ; improvement of quality ; and expansion. So far, the highest priority has been accorded to programmes of expansion. Programmes of qualitative improvement have received comparatively less attention ; and those which would help in transforming the educational system and in relating it more closely to the life, needs and aspirations of the people, have generally been neglected . . . These priorities will, therefore, have to be reversed . . . Much restraint will have to be exercised in the expansion of general secondary education and collegiate education in Arts and Commerce, or in the establishment of new secondary schools, colleges and universities. Programmes of improving quality will need greater attention and the highest priority will have to be accorded to programmes like work-experience, national service, or common school which would transform the educational system

This brings me to another important reorientation of our policy, namely, the adoption of a 'selective' approach . . . The effectiveness of our programme would be immensely improved if the indifferent implementation of a multitude of schemes is replaced by an effective and large scale operation of a few selected but crucial programmes.

Under this selective approach, I would give the highest priority to programmes of improving teacher status and teacher education. Teachers are central to all educational reforms and we have to take them with us.

Side by side, we must take steps to relate the improvement in remuneration and status of teachers to a corresponding rise in their qualifications and quality.

Equally important is the organization of adequate student services... We should provide free books for all children at the primary stage and build up good textbook libraries in all secondary schools, colleges and universities so that every student has a reasonable access to all the textbooks he needs.

Relating education to productivity is another area of high priority. From this point of view, work-experience will have to be introduced in all schools as an integral part of general education. Side by side, emphasis will have to be placed on vocationalisation particularly at the secondary stage. The teaching of science will have to be made an integral part of general education till the end of Class Tenth. The standards of teaching science will have to be improved at all stages.

Equally significant is the programme to promote national consciousness and to strengthen national integration and unity. The recommendations made by the Education Commission in this regard have a special significance and I commend three of these for your consideration. The first is the proposal to give every student a course in citizenship which would include the history of the freedom struggle, the Constitution, the great human values referred to in its Preamble, the nature of the democratic and socialistic society we desire to create, the various short-term and long-term problems facing the country with their tentative solutions and the five year plans of national development. The second is that students at all stages should be provided with adequate opportunities to participate in meaningful and challenging programmes of community service or national reconstruction suited to their age and maturity. The third is to introduce a form of national service as an alternative to the compulsory NCC programme at the university stage.

Another area which needs attention on a priority basis is the evolution of a proper language policy. This has two aspects. The first is the development of all the modern Indian languages and their use as media of education at the university stage. The second aspect relates to the teaching of languages at the school stage or the three-language formula. If standards are to be improved, we have to reduce the language-load in the school studies – it now takes up as much as 45 to 55 per cent of the total time available. I realise that this is a controversial issue. But we must sort it out quickly and satisfactorily.

The selective approach is also needed in the development of educational institutions. At the primary stage, we can try to improve ten per cent of the primary schools, distributed properly in all parts of the country. Similarly, we may improve one secondary school in each community development block and one college in each district or for about a million population.

Significant Recommendations/Resolutions :

1. In order to secure national integration, to prevent segregation of the different social groups and to improve standards of primary education in the shortest time possible the neighbourhood school system recommended by the Education Commission should be adopted at the primary stage.
2. A very high priority should be accorded to the programmes which will relate education to productivity.
3. (a) All-India institutions (*i.e.*, institutions which admit students from all parts of the country and which are unique of their kind) will always be needed and will be strong foci of national integration. These should use Hindi and English as media of education, having regard to the needs of students.
 (b) The regional languages should be adopted as media in all institutions of higher education.
 (c) The change-over should be completed within a period of five years. A suitable machinery should be set up to watch over the implementation of the programme and to review the progress made from year to year.
4. To improve the remuneration of teachers, Central assistance should be made available to the States outside the plan in the proportion of 90 : 10.
5. The following recommendations of the Education Commission relating to teachers' status and education were accepted :
 (a) Constitution of Joint Teachers Councils as advisory bodies.
 (b) Establishment of State Boards of Teacher Education.
 (c) Preparation of comprehensive State plans for improvement of teacher education.

- (d) Emphasising the in-service education of teachers.
 - (e) Improvement of training institutions.
6. Transformation of the educational system, improvement of standards, and expansion (wherever absolutely necessary) should be the order of priorities in the Fourth Five Year Plan.
 7. (a) The educational structure should have the pattern of 10+2+3.
 - (b) The ten years school (to be designated as the High School) should be adopted in all States. This will provide a common programme of general education and specialisation will be postponed till after Class Tenth.
 - (c) The next stage of two years (to be designated as the Higher Secondary stage) should include two years of general education. The vocational courses at this stage (these should broadly cover 50 per cent of the total enrolment) would be spread over varying duration (1-3 years) depending upon the nature of the course concerned.
 - (d) The duration of the courses for the first degree in arts, commerce and science should be 2 years after the higher secondary for general courses. It should be three years for general (honours) and special courses.
 8. Those recommendations of the Education Commission which have far-reaching effects but which do not need large-scale investment, should be emphasized and implemented in a big way.
 9. Adequate facilities in NCC, NSC or sports should be available to every student.
 10. In order to inculcate nation building qualities of character, right sense of values and social qualities (such as honesty, truthfulness, tolerance, patriotism, discipline, reverence to age and authority, kindness and compassion for the needy and suffering, fearlessness), moral instruction should be introduced at all stages in all schools and colleges without further delay.

The Proceedings of the Vice-Chancellors' Conference 1957—1969

[First Conference to Sixth Conference]

INTRODUCTION

The genesis of the Conferences is to be found in the Welcome Address by Shri K. G. Saiy'dain to the first Vice-Chancellors' Conference held in 1957: "... It would afford our Vice-Chancellors and other educationists and educational administrators a chance of deliberating over issues, which are vital to the health and the progress of our universities. As life becomes more complicated and institutions more complex, the importance of administration increases inevitably. Now when universities have thousands or tens of thousands of students to deal with, when the provision of proper residential conditions for students in and outside hostels offers an almost insoluble challenge, when colleges have often to be administered through distant radar control, when examinations are a massive headache, when the darkening shadow of the pull for political power is lengthening over them and precipitating serious problems of discipline, when the evils of electioneering have threatened to break into their academic sanctum, when the balancing of the budgets is becoming increasingly difficult in the face of all these problems, the question of proper administration assumes special significance. Part of the difficulty that universities have to face is no doubt financial. It cannot be persuasively talked away but talking, thought, is always a help in solving all kinds of problems."

For the first time the Vice-Chancellors of Indian Universities, distinguished educationists and representatives of Central and State Governments met to discuss many aspects pertaining to problems of University Education, particularly with reference to administrative matters, students' welfare, and requirements of the teaching staff. It was the general feeling that the Conference of this nature was fully justified and served a very useful purpose. It was also hoped that such Conferences would be held periodically, almost every alternative year.

There have been six conferences over a period of thirteen years, beginning spasmodically in 1957 to discuss specific problems of University administration, and gradually becoming a continuing forum for the deliberation of important issues and various problems of higher education. The forum has developed as a result of growing problems of Indian Universities. In these times of vast and rapid changes when new challenges and new throbbings confront and pulsate our social life, the University can no longer function in isolation, entirely as a home of learning. The requirements of planning and the problems encountered in the implementation of Plan Schemes, the problems concerning the relationship of the University with the community, and a host of other problems of academic and non-academic nature make these consultations essential. Finally, the Conference has to discharge a national responsibility of maintenance and coordination of standards of higher education. Against the background of freedom and autonomy of the Universities this national responsibility is largely discharged through free and frank discussions resulting in recommendations whose acceptance or implementation depends on the free choice of the Universities. In actual practice the recommendations are generally respected and accepted, and national interests are always safeguarded. These Conferences jointly convened by the Ministry of Education and the University Grants Commission become the most important organ of policy-making in the field of higher education. It gives an opportunity for the review of progress, evaluation of programmes and formulation of new plans and policies.

This section contains selected passages from the Inaugural and Presidential Addresses and important recommendations of the Six Conferences held from 1957 to 1969.

FIRST CONFERENCE

<i>When and where held</i>	: 30th July to 1st August 1957, at New Delhi.
<i>Inaugural Address</i>	: Dr. C. D. Deshmukh, Chairman, University Grants Commission.
<i>Presidential Address</i>	: Dr. K. L. Shrimali, Minister of Education.

Extracts from the Inaugural Address :

We are aware of some instances of administrative break-down in Universities because of conflict between the various "authorities" of the University and because of lack of cooperation amongst the University bodies and University staff. Sometimes the situation becomes so bad that even students are involved and the academic and moral standards of the University suffer grievously. It is difficult to put one's finger exactly on the cause of such a situation . . . But even on a superficial observation of the situation, there appears to be sufficient ground for suspecting that the difficulties in a number of Universities might be due to factors such as these :

- (a) The Vice-Chancellor does not have adequate powers ;
- (b) The University Councils are too large and are constituted on representative principles which involve electioneering and encourage party politics ;
- (c) The Vice-Chancellor is appointed by the Chancellor on his own initiative and does not enjoy the confidence of the members of the University ;
- (d) The Vice-Chancellor's tenure of office is too brief ;
- (e) There are too many external members in the Syndicate (or Executive Council) and Senate (or Court) of the University.

Kneller draws attention to what he considers to be two serious defects in the organisation and administration of modern

universities. One is that the majority of faculty members below the grade of professors have no legal avenue of direct participation in university government and thus derive only an imperfect knowledge of what transpires and can little influence what is discussed in the deliberative organs of the university. The other is that the lay representatives may be unsuited to the task of supervising higher learning; also, that they are too often subject to pressures of non-academic nature. The second defect implies the tendency of community control to vitiate the strength of pure scholarship and traditional university teaching by a natural but overzealous desire to satisfy community needs. The University is then called to service, not for the more sublime and enduring ends of learning but for task more appropriate, perhaps, to a technical or training college. It is also felt by competent observers that the concentration of power in the hands of laymen, administrators, and senior academic personnel block efforts to promote corporate life among students and teachers. Unless imbued with the passion for the education of persons, administrators prefer to concentrate on the more visible and tangible elements of university growth. The dangers to be guarded against are inhibited corporate growth, administrative isolation, overspecialised procedures, inadequate faculty representation and excessive lay control. All these matters need careful examination in the light of modern environment and the needs of a modern State, and on their satisfactory solution will depend satisfactory implementation of plans for university growth.

As far as I am aware there are very few countries in which the citizen is held to be entitled to University education as a matter of right. In most countries the State considers that it has fully discharged its duties towards the young citizen when it has arranged for the completion of the upper secondary stage of his education, and in the more advanced countries, the age at which the young citizen leaves school is about 18. I am convinced, for reasons into which it is not necessary to enter here, that all educational reforms in this country should be designed so as to raise the average age of our young persons leaving their secondary stage of education to 18 plus.

A Preparatory Conference of Representatives of Universities held at Utrecht by Unesco in August 1948 brought out the chronic controversy in regard to the fundamental question: What is the role of the University? At one extreme were those who

believed that the function of the university was the training of an 'elite by an elite'; at the other were those who believed that universities should serve all young people who could benefit from some kind of higher education after leaving school. The United States, and to a somewhat lesser degree the British Dominions, represented the latter point of view; France, and to a varying degree other European countries represented the former. The East and the Middle East, still in the early stages of university development, it was thought then, had not yet had to face this issue. I am afraid the issues sting us in the face today and we have to make up our minds in regard to which ideology we shall adopt. Having regard to the fact that we shall be endeavouring to strain to the utmost limit our total resources in an all out effort to develop the national economy and that there will be no slacks left or decorative fringes or border embroideries, I have no doubt myself that we shall have to restrict University education by and large to the number of university educated men and women that the country will be needing from time to time and that as regards the rest the nation will have done its duty by expanding and extending as well as diversifying secondary education, especially of a technical character. It is only then that the States and the Centre will be able to sustain adequately the expanding network of universities. It is then alone that firm and dependable arrangements can be made for adequate financing of University education.

In order to get some idea of the dimensions of the problem, it is worthwhile giving at this stage two sets of figure; one indicating the ratio of young persons at university to the total population and the other expenditure per head by public authorities on these young persons. At one end of the scale is a country like U.S.A. where per million of population the number of young persons at the university is over 15,000 and at the other are countries like U.K. and India where the number is approximately 2,000. In between is a country like U.S.S.R. where the figure is probably 8,000 per million of population. As regards the expenditure, in U.S.A. and U.K. it appears to be equivalent to Rs. 5,000 per student whereas in India it is less than Rs. 500 per student on an average. From these figures also it will become clear that from the purely finance angle it will be as much as we could do to arrange for higher education, on any acceptable standard, of only as many young people as are likely to be required for the purposes

of national development conceived in the broadest sense.

In conclusion I should like to observe that there is an attempt to read too much in the terms 'democracy' and 'autonomy' as applied to Universities. I hope I have made it abundantly clear that no subordinate authority or no creature of the legislation, such as a University, can claim unhampered democracy or autonomy in the sense bordering on sovereignty as against the people of the country, that is to say the citizen who pays for the University and has a set of purposes which he expects the University to fulfil. The essence of democracy in a constitutional sense is a chain of representation and responsibility stretching from the citizens to the organ of administration, plus as much lime light for the deliberations of policy and the review of the operations of government as is prudent in the prevailing circumstances. These conditions do not exist and cannot in their nature exist in the case of Universities, and the ultimate control of the citizen on a University together with all its implications must continue.

Extracts from the Presidential Address :

A State, which does not finance higher education liberally undermines the very basis of civilization. Whether we look from the point of view of the cultural growth of the individual or practical necessities of social life, higher education is vital for the society. It is, therefore, in the fitness of things that, after Independence, both the Government and the Universities have concentrated on improving the educational service in the Universities by raising the salary scales of teachers and by providing better facilities for libraries and laboratories.

In the past, the educational administrators have concentrated their attention mainly on improving the educational service and they have not bothered themselves with the question as to who derives benefit from University education. Since the Universities derive their income in an increasing measure from public funds, they cannot any longer shirk their responsibility towards those promising students who on account of financial stringency are denied opportunity of higher education.

There are two ways in which this problem can be solved. We may establish a national scholarship programme as has been done in Great Britain, where in 1949-50, 72.8 per cent of students were getting financial assistance... In our present financial situation

when there are pressing demands on public funds for various national development programmes it may not be possible to find any substantial amount for this scheme but this question cannot be postponed indefinitely if we are to move towards socialism and provide equality of opportunity to our youth.

There is another way, which may be tried in the period of transition till we find adequate funds for scholarships. The tuition charges may be fixed at cost of education and one quarter or one third may be remitted to the deserving students, who are in need of financial assistance.

The question of finance leads us to another related question of selection of students. The Universities and colleges have so far followed an 'open door' policy and admitted students indiscriminately after they have passed their Matriculation Examination... If we wish to raise the standard of higher education, the Universities must not allow all the students, who pass out of secondary schools, to proceed to the Universities but must make proper selection. The large number of failures at the graduate level and the consequent frustration, which it causes among the youth, should convince of the necessity of re-examining our methods of admission.

In a period of change, the Universities have a very important role to play. Instead of being swept by the pressure of changes that are taking place within and outside the Universities, they should assume a constructive role in the building up of a new society. The Universities will have to think afresh the new problems, which confront them, and organise themselves in such a way that while they retain their full measure of autonomy, they are responsive to the needs of the community.

(The Conference did not adopt any definite resolutions.)

SECOND CONFERENCE

<i>When and where held</i>	: 15th and 16th June, 1960, at Khadakvasla.
<i>Inaugural Address</i>	: Dr. K.L. Shrimali, Minister of Education.
<i>Presidential Address</i>	: Dr. C.D. Deshmukh, Chair- man, University Grants Commission.

Extracts from the Inaugural Address :

One of the important items on the agenda for your consideration is the Report of the Deshmukh Committee on National Service for Students.

It is for your serious consideration whether it would not be a better national investment to keep the boys and girls engaged for another year in nation-building activities rather than to allow them to remain without work with the inevitable feeling of despondency and frustration leading to all sorts of anti-social and disruptive activities. It is true that the scheme of national service will provide only a temporary palliative but we should not forget that from the psychological point of view seventeen plus is the age of most crucial importance and if we can keep the youth at this age engaged in productive and constructive work for one year, it may change their whole outlook and may make them more self-reliant and better equipped to face the realities of life.

There is a growing tendency among the educated youth to expect all the benefits from society without having any desire or obligation to serve the community. Rights are demanded loudly while there is little realisation of performing corresponding duties. Our people in rural areas continue to live in ignorance, poverty and disease while the educated youth prefer to remain without work rather than go to villages for work even though they may be paid for it. But how can these conditions improve unless the educated people manifest a spirit of service and give the necessary leadership? This vicious circle must be broken and it can be done only when it is made obligatory for the educated youth to spend at

least a part of their time in understanding the problems of rural communities and in assisting the village folks to raise their standards of living.

While the Government will continue to make efforts to improve the salary scales of teachers, we should not be misguided into the belief that the upgrading of salaries alone will remedy all the defects in education. The improvement of standards ultimately depends on a change of attitude on the part of teachers. They must realise that their primary responsibility is to teach and guide students.

The perpetual conflict between teachers and students accompanied by the coercion of the latter by external restraints and controls is not conducive to the healthy growth of academic life or to the right development of the habits and qualities of citizenship which are sorely needed in a democratic society. The corporate life in the universities can thrive only when students respect their teachers and the latter inspire confidence in them by setting high standards of integrity and character. At the present time when a general deterioration of moral standards in public life is evident the responsibility of the teachers becomes all the greater. Who else will kindle the light when there is darkness all around ? ... The teacher is the pivot in the whole educational system and all our efforts must be directed to the building up of a cadre of teachers who are devoted to the highest ideals of scholarship and service and are pledged to the continual reconstruction and maintenance of the values of our civilisation.

Lastly, I should like to touch on one point about which there has been some controversy recently. This concerns the relationship between the Government and the universities. After creating the University Grants Commission the Government of India have receded to the background as far as the normal operation of universities is concerned. The universities must function as autonomous bodies and there should be no interference of any kind in their administration or academic work. There are, however, two conditions which must be satisfied if the autonomy of the universities is to be preserved. Firstly, the universities on their part should maintain a high standard of just and efficient administration and take every possible care to ensure the proper use of public funds. If in the name of autonomy, the academic bodies in the universities misuse their power and position and become seats of intrigue, corruption and nepotism, they undermine and degrade their

autonomy and the interference of the Government becomes fully justified. Secondly, the universities must be responsive to the needs of the community. The concept of the university as an ivory tower is not applicable in our time and in our society where rapid social and economic changes make numerous demands on the intelligentsia. In order to develop a harmonious relationship between the Government and the universities, both must be willing to make adjustments and improvements in their mutual relationships.

I would also request you to consider how best the U.G.C. can discharge its statutory functions of coordinating standards effectively. While it is not our intention that the U.G.C. should make intrusions into the day-to-day administration of the universities and interfere in academic affairs, you will agree with me that the U.G.C. cannot remain completely indifferent to a situation in which it is expected to foot the bill while no heed is paid to its advice in regard to the maintenance of standards. The U.G.C. is not a bank whose only function is to draw money from the treasury and issue cheques to the universities. I hope this conference will give serious thought to this matter and devise suitable measures which may bring about greater cooperation and mutual understanding between the universities and the U.G.C.

Extracts from the Presidential Address :

Without going into any great detail, as a result of our studies and observations, we in the University Grants Commission have come to the conclusion that the present system of Indian higher education is both inadequate and sub-standard as compared with systems of higher education in most other countries that matter. One important conclusion that emerges is that total number of young people at our universities is not at all excessive . . . It is round about a million, may be a little under a million.

Then as regards the span that has been referred to it would be about 14 years which is at least two years shorter than the span in almost any other country that matters in the world, whether it is the United Kingdom or whether it is Japan.

Now the question of standards is of special importance as would be easily seen in the case of those who are admitted to university education proper and it is in regard to this education

that we think that every young person wanting higher education is not necessarily fit to be admitted to a university.

Whether it is the attitude of the teachers or whether it is the attitude of the students, the educational system is influenced by a great many things that happen outside that system and a great many examples of conduct or patterns of behaviour that are to be seen in the outside world. Nevertheless, here again, in a matter like student discipline, attitudes can be improved if the system of selection is improved. I shall give just one instance, that of Japan, where after twelve years of schooling there is a special entrance examination to the universities whether it is the national university, or public university or private university, and the number of candidates who appear, is more than ten times the number of seats which are available in the 600 odd universities that Japan possesses for 6,00,000 students and its 92 million population. Now it follows that the young people who spend their effort and time in competing for these scarce places of admission are not going to waste their time when they come to the university and you would expect that they would have a proper sense of responsibility and that is the situation in Japan.

The question of autonomy has to be considered from two angles—first the letter of the law and then the spirit of the law.

All university autonomy has a legal frame and in that frame are fitted not only the Acts which create the universities, whether they are Acts of the Central Legislature for Central universities or the Acts of the State Governments, but also the Act which created the University Grants Commission.

It is against this background that one has to consider not only the legal situation but also, what is more important, the functional situation. In regard to autonomy, that is to say, the law does not alter the logic of events. The law may be arbitrary but the logic of events will not be arbitrary. In other words, the educational process has certain basic and fundamental principles. It will be successful only if it is carried out in accordance with those principles, and that is why there is need for considering the spirit of legislation and to find out whether there is any room for the accommodation, for the reconciliation of conflicting views, to which again attention was drawn in the inaugural speech of the Education Minister.

Significant Recommendations :

Implications of the Autonomy of Universities

The Conference considered at some length the question of the implications of the autonomy of universities, with special regard to the observations of the Education Minister and the Chairman of the University Grants Commission and reached the following conclusions :

- (1) The Central and State Governments should have adequate consultation with the universities as well as the University Grants Commission before taking executive action or promoting any legislation in regard to university education.
- (2) All authorities concerned with university education should exercise their legal powers whether in regard to administration or to academic work, in accordance with the spirit of the law.
- (3) While the universities may properly lay stress on their academic purposes, they should be responsive to national needs.

Student Indiscipline and Moral and Religious Instruction

The Conference considered the Report of the Committee on Student Indiscipline and Moral and Religious Instruction and adopted the recommendations made by it with a few modifications. Some of them were :

1. Students

1. In order to ensure that every student receives proper attention it is recommended that no institution should have more than a prescribed number of students.
2. The teacher-pupil ratio should be improved with a view to ensuring better contact between the teachers and the pupils.
3. Normally, no student should be allowed to be on the rolls of a university if he has failed twice in a particular examination.

4. It is recommended that better conditions of work should be provided for students in the colleges and the universities.
5. The unions should not be allowed to become an instrument for voicing complaints and grievances ; on the other hand, their object should be to encourage indoor games, dramatic performances, study tours, excursions and picnics, symposia, debates and arrangements of lectures with the previous approval of the Head of the institution.
6. It is strongly recommended that youth festivals etc. should not be organised on the present elaborate scale.

II. Teachers

1. The emoluments should be 'proper' in absolute terms ; that is to say the teacher should be given a living wage.
2. Proper conditions of work should be provided.

III. Administration

1. There should be continuous insistence on orderly and civilized behaviour and any departure from the norm should be taken serious notice of.
2. Firm and immediate steps should be taken wherever there is a serious breach of discipline
3. Grievances and complaints of students should be attended to by the authorities concerned promptly and speedily.
4. A convention of political parties be called to agree on a concord that they will desist from interference in the affairs of the universities directly or indirectly, in the interest of the future generations.

IV. Religious and Moral Instructions

Instruction in spiritual and moral values should be introduced at all stages of education. A beginning could be made by taking up the following recommendations of the Report of the Committee on Religious and Moral Instructions for implementation :

1. That in the first year of the degree course, lives of the great religious and spiritual leaders like Gautama the

Budha, Confucius, Zoroaster, Socrates, Jesus, Samkara, Ramanuja, Madhava, Mohammad, Kabir, Nanak and Gandhi be taught ;

2. That in the second year, some selections of a universalist character from the scriptures of the world be studied ; and
3. That in the third year, the central problems of philosophy of religion be considered. Standard works for such studies should be prepared carefully by specialists who have deep knowledge of and sympathy for the religious systems about which they write.

V. Parents

There should be constant contact and association between the teachers on the one hand and the parents and guardians on the other. If personal contact is impracticable, periodical reports regarding the work and the progress of the ward should be sent to the parents.

National Service

The broad approach and general principles embodied in the Report of Deshmukh Committee on National Service of Students was approved.

Limitation of Numbers

In regard to methods of selection it was recognised that in all professional institutions and some of the good institutions in the country, the basis of selection generally was the higher percentage of marks obtained in the qualifying examinations. It was recommended that institutions and universities should employ these and other techniques of selection bearing in mind the availability of teaching, library and laboratory facilities, accommodation for students, etc.

Students who do not secure admission may have potentialities in them for benefiting by further education. External degrees, evening colleges, workers' institution should be introduced for them.

Examination Reform

1. The important thing to be achieved in the universities and colleges is that students do regular and continuous work throughout the course and for this purpose detailed cumulative records should be maintained.
2. The total marks based on such records, which may be reckoned at about 20 per cent of the total marks in a subject or paper, should be taken into account in determining the final result.
3. It is essential that the syllabuses in the various subjects should be revised from time to time so as to include therein the results of new developments, and also in the light of the fresh experience and the redefinition of the educational objectives.
4. Each university should set up a special unit to study examination reform in the context of that university.

THIRD CONFERENCE

<i>When and where held</i>	: 28th and 29th October, 1961, at New Delhi.
<i>Inaugural Address</i>	: Dr. K. L. Shrimali, Minister of Education.
<i>Presidential Address</i>	: Prof. D. S. Kothari, Chairman, University Grants Commission.

Extracts from the Inaugural Address :

We are meeting today under the dark shadow of the events which took place recently in Aligarh Muslim University, followed by an orgy of violence and communal fanaticism, which have put us to shame before the whole world. It is most tragic that even before the ink had dried over the wise and inspiring statement issued by the National Integration Conference, we were ready to sabotage its recommendations by flagrant and senseless acts of violence . . . These events are symptoms of a deep-seated malady which has been eating into the vitals of our national life . . . Whenever these disturbances take place there is a general tendency to ease our conscience by finding some scapegoat and putting the whole blame on it. The universities blame the political groups and they in turn blame the educational institutions, and after some time we seem to forget all about the incidents till there is a recurrence of the trouble.

It is the duty of this Conference to make a proper diagnosis of this malady, and take such remedial measures as may eradicate this cancerous growth from our body politic . . . The universities are not concerned merely with the training of minds but also with the education of emotions, cultivation of good taste and sense of decency, and the development of character.

We have taken nationalism for granted and have made little effort to inculcate national consciousness among the youth or to give them the picture of our composite culture. We have been so much engrossed with the training of the intellect, often in a narrow pedantic way, that little attention has been paid to the

development of the community life through which alone the youth learn to share the cultural goods with their fellow beings and develop a spirit of tolerance and mutual appreciation.

There is nothing inherently wrong with our young men and women who come to the university. They are essentially as good as other students all over the world. The main defect in our educational system is the lack of guidance and leadership on the part of the teaching staff . . . In the absence of leadership the crowd is easily inflamed, and the lowest instincts which normally remain suppressed under effective leadership suddenly get an unbridled outlet and all moral restraints are cast to the winds. At the same time as individuals the students have abundance of idealism. It is the function of their teachers to help them to develop their finer instincts, and at the same time to enable them to control their evil passions. The universities have been entrusted by society with the task of guiding the younger generation. If they fail us, where else can we look for guidance and light?

The Standing Committee of the Inter-University Board at its meeting held at Madras on the 17th September, 1961, expressed concern over the revision of existing University Acts in some States, since in their opinion this indicated a trend for Governments to assume a dominant role in the functioning of the universities.

I am glad that the Inter-University Board is fully awake to its rights and privileges. It is, indeed, their duty to safeguard the autonomy of the universities. But I am sure it will be generally agreed that the essential condition for the preservation of autonomy is a high sense of responsibility on the part of the universities themselves. The universities are guaranteed autonomy in order that they might seek truth and knowledge. But if they deviate from their mission, they give up their right to freedom, and Government intervention, however unpleasant, becomes inevitable . . . The Government, which is the principal agent of society, cannot remain a silent spectator when the universities which are expected to maintain high standards of intellectual integrity and moral values, begin to degenerate and become places for carrying on harmful propaganda or for promoting personal interests through the formation of cliques and factions.

The relationship of the universities with the Government is of a delicate nature. They both need each other and if they

respect and understand each other's rights and responsibilities, it should not be difficult to avoid a situation of conflict . . . Neither the Government nor the universities can claim an absolute monopoly of truth. They are both liable to err and it is their duty to correct each other, but the only way in a free society is to come to an agreement through discussions.

The universities sometimes derive complacency from the fact that they are not worse than the world around them, including the machinery of the Government. Assuming for a moment that all this is true, some way must be found to break the vicious circle. Where do we make a start? The beginning has obviously to be made in schools, colleges and universities. Society expects them to function as instruments for preserving the fruits of past progress as well as for making further improvement . . . The universities can provide mental and spiritual nourishment to society only when they continue to reform themselves without waiting for any outside pressure or intervention.

During the Third Five Year Plan we should give all our attention to the improvement of the quality of human material by raising their intellectual and moral standards. We certainly need money for improving the quality of education, but more than money we need dedicated teachers who would stimulate thinking among the students, give them a vision of true greatness and inspire faith to dedicate themselves for the realisation of great ideals. The cause of freedom is enhanced and ennobled to the extent that the individual behaves in a conscious, purposeful and creative manner.

Extracts from the Presidential Address :

The growth of scientific knowledge in recent times has been truly remarkable, and yet what is still more remarkable and significant is the extremely rapid rate of growth (almost exponential). Scientific knowledge and activities directly related to science are getting doubled (twice as big) in a period as short as about ten years (one-third the span of a generation), with all the attendant economic, military and political consequences. A doubling period of ten years is equivalent to a yearly rate of increase of 7 per cent. Whereas the stream of science and technology swells to twice its size in a decade (eight-fold in the

duration of a generation), activities not directly connected with science (e.g. the number of poets, or the number of good teachers, or even the number of 'good men') have a doubling period nearly the same as the doubling period of the human population, that is about 40 years.

This disturbingly wide gap between the rates of growth of scientific and non-scientific activities lies at the root of many a contemporary problem. It makes man's adjustment with his environment a task of extreme difficulty and complexity. A 'normal individual' almost invariably gets rapidly and continually out-of-date in relation to his awareness of the fast changing world around him. This highlights the extreme importance of education as a process which must continue throughout life.

Cost of Education

Let us for a moment consider the cost of education. In the Third Five Year Plan, education — school, university and professional — accounts for some Rs. 500 crores, which is nearly 5 per cent of the total financial outlay of the Third Plan. The allocation to the University Grants Commission is about Rs. 37 crores, representing nearly 7 per cent of the outlay on education . . . The yearly expenditure on education in different countries ranges between some 2 to 5 per cent of the total national income. The figures expressed per capita per year are : U.K. : £ 20; U.S.A. : \$ 100; India : Rs. 10. The figures of cost per university student per year are (roughly) : U.K. : £ 400; U.S.A. : \$ 1800; and India : Rs. 800.

Expansion and Standards

In the last ten years the number of students in our universities and colleges (including Inter students) has increased from about 0.4 million to nearly one million . . . Judged by any standards it is a very large enrolment. The Calcutta University alone has a student population nearly equal to that of all the universities in the United Kingdom . . . The average number of students per university is 20,000 in India as against 4,000 in the United Kingdom.

At this place it may be relevant to say a few words about the academic staff. During the last five years the strength of the staff in our universities and colleges has gone up from 37,000 to

49,000, which is an increase of 30 per cent as against nearly the same increase in the number of students. The present ratio of students to teachers is about 17 to 1. The corresponding figure for U.K. is 9 to 1. Incidentally, the great ancient University of Nalanda ('Insatiable in giving') had a student population of nearly 10,000, and the student-staff ratio was 7 to 1.

The actual situation in our country is, in fact, even worse than the figures indicate ; for, a large proportion of teachers appointed during the last few years possess inadequate qualifications and teaching (not to speak of research) experience.

Student Wastage

A serious and urgent problem, directly related to academic standards, is that of wastage of student-years due to a relatively high proportion of failures at university examination . . . It is rather surprising how we can tolerate the huge wastage from year to year with all the frustration and disappointment it generates, without doing anything effective to improve the situation . . . With improved teaching, better textbooks and their easy accessibility to students, more working days, and giving some individual attention to students, it should be possible to cut down substantially the present deplorable rate of failures at examinations. An added gain would be improvement in standards, in student morale and in the 'general climate' of the universities.

Perhaps the most important single factor in a complex of causes leading to high rates of failure, is that a large majority of our students have no adequate facilities for home study . . . Often they have to travel long distances from their homes to the university with all the attendant stress and loss of time it involves. A large majority of our students come from homes in which there is no background or tradition of academic work of any kind.

In the case of university education, it is of the utmost importance to ensure high standards at all levels, and if anything, it is even more important at the post-graduate and research level . . . In the case of professorial appointments it is better to leave posts vacant rather than load the chairs with persons whose qualifications do not entitle them to such appointments. A professor must be a man of high standing in his own subject, he must enjoy the respect of scholars in his field and should be able to inspire his students. As Laski once said : "The quality of a university is always in direct proportion to the quality of its teachers."

In this task of progressing higher education in our land we may remind ourselves that our charge—a million young men and women in the universities, the nation's most precious asset—represents the 'cream of our youth', the best talent of the coming generation. As 'raw material' it would compare with the best anywhere in the world, but as the 'end-product' coming out of our universities it is good in some ways, but somewhat disappointing in other ways. To make good what is not good, and to make better what is good, is a task as vital as it is challenging. Of course, there is no royal road, but with faith and hard work, no goal is too distant.

Significant Recommendations

1. Expansion of Undergraduate Education in the Universities :

- (a) Serious steps to be taken to improve the quality of education at the school level.
- (b) It was suggested that the period of school education should be not less than 12 years and the degree courses for a period of 3 years.
- (c) The student teacher ratio must be definitely improved and it should come out to somewhere near 1 : 7 or 1 : 10 at the least.
- (d) It was suggested that "Merit and Means" scholarships should be introduced and made available to the deserving students throughout their education.
- (e) Certain uniform conditions should be laid down for affiliation of colleges, e.g.,
 - (i) An endowment of Rs. 5 lakhs for a post-graduate college.
 - (ii) A sum of Rs. 5 lakhs for the construction of buildings, library and laboratory equipment.
 - (iii) An area of 40-50 acres for a men's college and 12-20 acres for a women's college for play-grounds, hostels, quarters for at least some of the staff members.
- (f) Universities should arrange for periodical inspection of affiliated colleges to ensure that standards are not lowered.

2. *Post-Graduate Education and Research :*

- (a) The proper method of developing post-graduate education is to concentrate it in centres where at least 3 or 4 colleges are available.
- (b) The university education and in fact all higher education must become the concern of the University Grants Commission and the U.G.C. must play a more active and full part in the development of higher education. The U.G.C. should be the channel through which all grants should be passed to stimulate developments in the field of higher education.
- (c) English can be only the appropriate medium of instruction at the present stage taking into consideration the present circumstances.

3. *Medical Research in India :*

Whole problem of medical research should vest in the Universities so that common collaboration may be possible.

4. *Entrance Qualifications and Tests for Admission to University Courses :*

A minimum of pass marks in the Higher Secondary examination be prescribed.

5. *Training of Teachers with particular reference to the expanding requirements of Science Teachers for Secondary Schools :*

- (a) Short courses in the form of Summer Institutes, to enable teachers to improve their qualifications with M.Sc. be made available.
- (b) The number of seats should be increased at B.Sc. (Hons.) and M.Sc. level without lowering standards.

6. *Quality and availability (selection, production and supply) of University textbooks :*

It welcomed steps taken by the Government of India to increase the availability of books required for university education

at cheaper prices . . . Indian authors be encouraged to write books of the same calibre for the same use, and if necessary, to subsidise such work.

7. *Uniformity of Academic Standards in all Universities :*

- (a) Classification of results should be on a uniform basis.
- (b) The model syllabi, which the U.G.C. is expected to recommend, be expedited.

8. *Emotional Integration :*

- (a) Every University should reserve a certain minimum percentage of seats for students from other parts of the country.
- (b) For appointments, merit and distinction in the special field should be the exclusive consideration so that teachers could be drawn freely from different parts of the country.
- (c) There should be a central non-government organisation responsible for preparation of textbooks right from the primary stage to the university level and ensure their proper translation in the regional languages.
- (d) Histories of different regions of the country should be prepared in a well co-ordinated manner by a central organisation.
- (e) Universities bearing denominational names should revise their names and drop the denominational components.
- (f) In regard to students' unions the term 'union' should be dropped and these bodies be given other suitable names, such as 'debating societies', 'cultural societies' and so on.
- (g) At least one or two Central universities should be established in the South also.
- (h) Facilities should be provided for learning of South Indian languages.
- (i) Adequate provision should be made for study of literature and culture of the South (as different from the languages of the South) as an integral part of general education.
- (j) Steps should be taken to promote religious tolerance and understanding among students and teachers.

FOURTH CONFERENCE

- When and where held* : 11th and 13th October, 1962,
at New Delhi.
- Inaugural Address* : Dr. K. L. Shrimali, Minister of
Education.
- Presidential Address* : Prof. D. S. Kothari, Chairman,
University Grants Commission.

Extracts from the Inaugural Address :

One problem which has deeply agitated the minds of our people is that of the medium of instruction. This Conference of Vice-Chancellors can do the greatest service to the cause of Indian education by stating finally and unequivocally our national policy on the medium of instruction at the university stage and, what is more, by resolving to implement this agreed policy in a determined, whole-hearted and systematic manner.

You would recollect that in 1951 the University Education Commission appointed under the Chairmanship of Dr. S. Radhakrishnan had recommended that Hindi or the regional language should become the medium of instruction as early as possible.

In consonance with its recommendations several universities have allowed the students to appear for examinations in Hindi or the regional languages. The percentage of students who appear for examinations in the regional language naturally varies from faculty to faculty and from university to university; in general more students appear in the regional language in the Arts than in the Science courses, and more at pre-university and inter level than at graduate level. Whereas in Agra, Vallabh Vidyanagar, Nagpur, Ranchi and Bihar over 90% appear through the regional language, Mysore returns the percentage of 3, Marathwada 33, and Poona 40. This state of affairs depends upon a number of factors: availability of textbooks, facility of getting instruction, and the use of the regional language in the State for secondary education.

These figures clearly indicate that the universities are already in the process of change, and we should now take suitable

measures to give them all possible assistance in the production of textbooks and in equipping teachers to teach through the regional languages so that the change-over may be facilitated.

We decry the lowering of standards but we do not take the one logical step which alone can raise standards. It is a well known educational principle that both for the acquisition of knowledge as well as for the expression of thoughts and emotions, one's own language is the best medium. During the last one century we have attempted to master a foreign language but our own original contribution to knowledge can be judged by the number of English books written by Indian authors that are available in any international library. Gandhi, Tagore Aurobindo, Radhakrishnan and Nehru stand out as the few eminent writers whose writings have found access to international libraries in our times. Certainly India has no dearth of talent but in the past it has been denied expression on account of the lack of a proper medium. All the advanced countries in the West or in the East have their own languages as media of education and communication. It would be a great tragedy if for lack of a proper medium of expression, Indian genius is unable to make its own contribution to the cultures of the world. It is my firm conviction that unless the universities adopt and develop our own languages, we shall not succeed either in the dissemination of knowledge among our people or in the stimulation of research and the creation of new ideas.

Even after the production of textbooks in Hindi and the regional languages, it is obvious that for a long time our students will have to depend on books in the English language. For some years some of the professors may also find it easier to lecture through English. For these reasons and also for keeping in touch with developments outside our country the students' knowledge of English should be sufficient to enable to have easy grasp of original English texts. There is absolutely no desire on our part to minimise the importance of the English language. If we are to keep abreast of the progress of science and technology, the knowledge of a foreign language is essential, and English comes handy to us since we are used to it. But an adequate knowledge of English can be acquired without using it as a medium of instruction in the universities. People confuse the issue when they say that by replacing English as a medium of instruction we are banishing English altogether. In fact the adoption of the

regional language as the medium of instruction calls for special efforts to improve the knowledge of English.

Extracts from the Presidential Address :

Some Aspects of University Education

In a sense the central problem facing us, which is basic to everything else in the field of higher education (in fact, all education), is to raise quality and reduce wastage (particularly that resulting from large-scale failures of the order of 50 per cent at examinations). To progress in this direction it is most important that we take urgent and energetic steps to raise the quality and strength of the teaching staff, to make available good books at reasonable prices within easy reach of our students, and to provide 'reading-seats' in libraries and 'day-students homes' for a substantial proportion of our students. And in whatever we do, the student must always be at the centre of our attention.

University is a Society

A university as stated earlier is, above all, a society of students and teachers dedicated to the pursuit of learning, accumulation of knowledge, its transmission to succeeding generations and exploration of new knowledge. (A good teacher is a 'continuing student'.) A university combines education and discovery, teaching and research, and in this combination lies its peculiar strength. The experience of over a century beginning first with the German Universities, has conclusively demonstrated that teaching and research flourish best in combination and they both wither in isolation. The best of either is achieved in an environment where both are cultivated.

Teacher Shortage

The shortage of teachers in India is an acute problem. In fact, this is almost a world problem but is much more accentuated in our case.

Everything possible should be done to make the teaching profession really attractive. Reasonable salaries are important, but

by no means everything. Opportunities of professional advancement, possibility of migration from college to university, and between universities, recognition by society of the value and importance of the teaching profession, would go a long way in attracting to the profession a reasonable proportion of men and women of high intellectual ability and character.

Education provides a good illustration of the 'feed-back' process. If things are so organised that every year an appreciable number of our best young men join our schools and colleges as teachers, we shall have a continually accelerating improvement in education. On the contrary, if we plough back into our schools and colleges young men with less than average ability, then standards would rapidly (exponentially) go down as years roll by. The key to a continuous improvement of standards is to feed back into the teaching profession every year a reasonable proportion of the best young men turned out by the universities.

Standards of Education

The most important component of a university is the teacher. Competent teachers make good students and indifferent teachers can only produce students of indifferent quality. During the last decade the universities have considerably expanded their student population and the number of properly qualified teachers has not increased very much. . . . The result, therefore, is that students now on an average have much less opportunities of coming into contact with and being influenced by first-rate teachers than was the case a decade ago. This, no doubt, is the most important single factor which has led to the deterioration of standards and discipline in Indian universities.

Examination Reforms

The University Grants Commission Committee on Examination Reform submitted its report early this year. . . . The main recommendation of the Committee is with regard to some continuing assessment of the work of the students by the teachers concerned It is generally agreed that the number of examinations leading to a degree should be reduced. For example, it is not desirable to have a university examination at the end of each year of the three-year degree course.

Medium of Instruction

It seems that so far as the near future is concerned universities have to function largely on a bilingual basis instead of a monolingual basis, namely, the regional language and English, as recommended by the National Integration Council (June 1962). For post-graduate study and research, and to serve as a link for inter-communication between the universities, and also with the outside world, English is an obvious choice for us in the context of the times. On the other hand, to facilitate understanding of difficult subjects and basic concepts, and to bring together workers and thinkers which is an essential process for advancement of science and industry in the country, the use of regional languages becomes almost a necessity. (Hindi should be taught as a compulsory language at the school stage to serve as a 'communication link' throughout the country.)

Concentration of Effort—Centres of Advanced Study

As we have repeatedly observed our most pressing need in the field of university education is to raise quality, specially at the post-graduate and research level. The proposed scheme of what are called Advanced Centres (for want of a better name) is a modest step in that direction. It is intended to provide substantial assistance in terms of competent and promising men and essential equipment to a number of university departments, carefully selected on the basis of their work and achievement. The essence of the scheme is a combination of teaching and research.

Good work needs to be actively encouraged—that helps to generate more good work. There could, perhaps, hardly be a more effective way of accelerating good work than the establishment of the proposed "centres", provided, in their selection, the basic criteria of merit, achievement and potentiality of development are satisfied. The primary aim of the scheme is to encourage 'pursuit of excellence'.

Major Recommendations :

1. It is necessary to have the widest diversification possible at post-secondary level in order to admit the largest possible number of students to different courses of higher education.

2. A total span of education should be of 15 years for the first degree and 16 or even 17 for a Technological Degree.
3. The Resolution adopted by the National Integration Council at their first meeting on June 2 and 3, 1962 was generally endorsed.
4. The difference between the salaries of teachers in university departments and in affiliated colleges should be reduced.
5. The scales of pay of the university teachers should compare favourably with the pay scales offered by industry and institutions like National Laboratories, Atomic Energy Commission, etc. It was desirable to have a selection grade of Rs. 1700-1800 or even upto Rs. 2,000 for a certain proportion of professors.
6. The age of retirement should be 60 in both universities and colleges, and extension may be given upto the age of 65.
7. The undergraduate courses in many universities should require modernization.
8. There is no need for changing the present system of awarding marks at various examinations or the classification of successful candidates in the Master's Degree Examination into three divisions. The candidates getting third division may, within a fixed period, be given one more chance to improve the division.
9. In addition to a two-way traffic between National Laboratories and the Universities, another important measure of exchanging professor from affiliated colleges to universities and vice-versa may be introduced.

FIFTH CONFERENCE

<i>When and where held</i>	: 11th, 12th and 13th September, 1967, at New Delhi.
<i>Inaugural Address</i>	: Dr. Triguna Sen, Minister of Education.
<i>Presidential Address</i>	: Prof. D S. Kothari, Chairman, University Grant Commission.

Extracts from the Inaugural Address :

We have all gathered here to discuss the Report of the Education Commission, principally with reference to higher education. The significance of this stage of education cannot be over-emphasised. As Pandit Jawaharlal Nehru has observed, "If the universities discharge their duties adequately, then it is well with the nation and the people."

There is now a tremendous explosion of knowledge and every country is striving its best to make its own contribution to this growing stock. It would be deeply humiliating for country of our size and glorious past traditions spread over centuries that it should ever remain at the receiving end of this common effort of all mankind. No, we must regain, as soon as possible, our rightful place in the community of nations and, not only keep pace with the growth of knowledge abroad, but also make our own distinctive contribution to world knowledge.

The first and the foremost point which I would place before you refers to the teacher. During the last ten years, owing principally to the initiative taken by the University Grants Commission, a good deal of effort has gone into improving the economic condition of university and college teachers.

I feel more concerned on another front, namely, our failure to enthuse the average teacher to create a climate of sustained hard work in his institution, to cultivate a sense of deep commitment to the pursuit of learning and excellence and to develop a close identification with the interests of the students entrusted to his care . . . To me this is a matter of greatest importance and so long as this weakness remains, I don't think that any other reform of higher education is likely to take us very far.

The second significant element in the situation to which we must attend is the student. Here the principal task is to improve the motivation of average student and make him feel that education is a purposeful, challenging and stretching process which will tax to the utmost all his capacities and energies.

My third point refers to the ivory tower existence of most of our universities and colleges. They are generally isolated, not only from the programmes of national reconstruction, but from even those of educational development. This has no justification at any time, and least of all at present, when the nation is involved in the most stupendous effort in its history to reconstruct its entire life.

The fourth point which I would like you to consider in depth, is the proposal of the Commission to establish 'major' universities. I concede that the use of word 'major' was unfortunate. This is a drafting indiscretion which should be ignored . . . But the principles underlying the proposal are essentially sound and imperative. In our present situation, we can develop a 'seed' of excellence only through concentration of resources, both human and material. It is only after the 'seed' is thus developed, that it can be quickly spread to other areas to raise standards all round.

Medium of Education

It will be clear that a change-over to regional languages as media of education is not something 'new'. It is a process which has already started, is now well underway and whose pace is being quickened. It is both inescapable and irreversible.

This reform will raise standards of higher education, release the creative energies of the people, spread knowledge to the masses, accelerate the process of modernization and reduce the gulf between the intelligentsia and the people. It has also had the support of all our great national leaders—Tagore, Gandhiji, the Rajaji of earlier days—and has been blessed by the Radhakrishnan Commission, the Emotional Integration Committee, the Vice-Chancellors' Conference of 1962 and finally by the Education Commission.

What is, therefore, the precise nature of the choice before the country? There is no question to my mind, as some seem to think, of not adopting the regional languages as media of education at university stage. Whether we like it or not, that change is going to come, sooner rather than later. The only choice before us, therefore, is two-fold :

1. Either we drift into this change, under the pressure or unacademic forces, without a plan, without adequate preparation, and without the essential safeguards and thus end in chaos or disaster ;
2. Or we accept the desirable and inevitable writing on the wall, and carefully plan and implement the change, on a national basis, with vigour and firmness.

The choice is obvious. The Education Commission recommended that a planned programme should be evolved for the change-over with the basic objective of improving standards in higher education. I share this view.

Basic Consideration for the Change-over

How shall we set about this task ? In my opinion, all our plans of change-over will have to be guided by certain basic considerations.

1. The first is the need for an elastic and gradual approach.
2. The second is the need to strengthen, side by side with the adoption of regional languages as media, the study of English because it gives the students direct access to the growing knowledge of the world.
3. It is also essential to evolve a big programme for the production of the needed literature in all Indian languages.
4. One of the major objectives of higher education is to cut across linguistic barriers.

Education Policy

May I categorically state my faith on this issue ?

1. We must remember that, first and foremost, our loyalty is to good education or to the maintenance of standards, because the contribution of education to national development depends essentially upon its quality.
2. Language is, after all, a tool for education and not an end in itself. Therefore, while a language policy is an essential ingredient of a national policy on education, it would be a grievous error to equate this part with the entire policy itself.

3. The language problem in education is difficult and surcharged with emotion. But we cannot hope to solve it by keeping mum or by running away. That way lies danger and chaos. What we need is an early enunciation of a long-term policy carefully devised on the basis of the best knowledge we have and in a spirit of give and take, so essential to the federal democracy which we have given to ourselves and its implementation in a vigorous and sustained manner.
4. There should be no antipathy against any language, even the language of our enemies—past and present. In fact we have to study more world languages in future and to study them in a more intensive way. Our objective is to get all knowledge, created in any part of the world, and in any language. As the Prophet of Islam has said : "Seek knowledge even though it be in China", China then having been looked upon as the remotest part of the world.
5. We have to preserve and strengthen the gift of English. But let us not forget that English has unfortunately assumed out of sheer historical accidents, two widely different roles in our midst. I welcome that English which serves me as a window on the world and helps me to enrich the languages of my country. But I have no use for that English which alienates me from my own people, makes 98 per cent of my countrymen foreigners in their land of birth, and has become the status symbol of a privileged and exploiting class.

My vision of national unity includes, not only a strong union of different States, but also close intellectual collaboration with the progressive nations of the world. It has, therefore, a place for strong well-developed languages, I mean Hindi, as link language and with equally strong international links through the study, on an adequate scale, of English and other library languages. Since it is necessary to retain English as an alternative or additional internal link, for certain practical considerations, we shall do so till the non-Hindi areas agree to a change. But my concept has no place for weak under-developed Indian languages with an almost exclusive emphasis on 'Indian' English as the sole link, whether internal or external.

Extracts from the Presidential Address :

Education and National Development

The sub-title of the Report of the Education Commission is Education and National Development. The most powerful instrument (or rather engine) to meet the challenge of poverty and deprivation, and of the widening gap between rich and poor within a country, and between countries, is education and research. We need better and more education deliberately linked to national goals and needs. The basic elements of a rising spiral of prosperity are education and technology and constitute a rather intangible (but very important) X-factor which depends on national heritage and character.

Role of Universities

The basic role of higher education in our country should be (as urged by the Education Commission) to promote a sense of common citizenship and culture, and to further national integration, to make a direct contribution to national productivity, and to contribute (in howsoever modest a measure) to the world stock of rapidly expanding knowledge and technology.

Contribution to New Knowledge

A characteristic of the modern world is that the pace of change is terrifically fast. In some essential ways the shape of the world changes beyond recognition within the life time of a generation . . . All countries make a contribution to new knowledge; but obviously the size of the contribution varies widely as it depends essentially upon the level of a country's economy and the degree of industrialisation. The largest contribution, more than half of the world total, comes from the United States (the USA will be spending this year \$ 23,800 million on research and development which is equivalent to some Rs. 18,000 crores). The second largest contribution is of the USSR. The current Indian contribution is likely to be less than even one per cent. We are late starters in science and technology. Most importantly, we need to be in close touch with the world flow of rapidly expanding knowledge because of its relevance to our industrial growth, and of its direct impact on the quality and direction of our research effort in universities and elsewhere. All this has an important bearing on the language policy in higher education.

Medium of Education

School education is, as it ought to be, imparted in the regional languages. But one's school education will be fundamentally incomplete if one has not learnt at school the common or link language of the country (or whatever may be the nearest approximation to it), and also a foreign language of world standing to serve as a 'window' to the outside world.

At the undergraduate stage, education should be largely through the medium of the regional language, and in many universities it is so in the arts subjects. However, a part of the work may be done in English so that students acquire a reasonable facility in its use as a library language.

At the postgraduate and research level the question of medium of education loses its usual meaning. Whatever may be the medium of classroom communication, students will have to depend largely on books and journals in English and to an increasing extent on Russian.

If a student has not acquired the tool which enables him to keep in touch with fast growing new knowledge, then he is already obsolescent on the day of his graduation. The educational trend everywhere is for foreign language getting an important place in the school curriculum. Nearly all Russian children are now learning English. In all likelihood, soon, in a few years, there will be more English knowing people in the USSR than in India. Also Russian is finding an increasing place in schools in the USA and UK. In this situation not only more of our youth, than ever before, should learn English, but a good proportion of them should also learn Russian and other important foreign languages.

Development of Mathematics

May I at this place refer to the need to raise the level of teaching and research in mathematics, pure and applied. A new dimension has been added to mathematics as we today stand on the threshold of a new science revolution based on cybernetics and automation likely to be in full swing by the end of the century. Its impact on man may even be greater than anything that has happened so far in history. A concerned effort should be made, as the Education Commission has recommended, to place India on the world map of mathematics. An element in this programme would be provision on a phased basis of electronic computer facilities in our universities.

Willingness and Determination of Students

Basic to all educational improvement is the willingness and determination of students to improve the quality of the work and performance by hard and sustained work. What influences the attitude of the students most is the example of and contact with a competent and dedicated teacher. A university or college should therefore spare no pains in attracting and retaining in service teachers of first rate ability. The conditions of service of teachers and the general climate in our educational institutions should be such as to draw into the teaching profession a reasonable proportion of the best talent of the younger generation. This feed back of a proportion of the best into the educational system is vital to the health and progress of the system.

Centres of Advanced Study

A word about centres of advanced study—It is most important that by concentration of effort and through cooperation between universities the centres (and clusters of centres) should develop standards comparable to the best anywhere in the world. The centres should function on an all India basis. These will train men to build more centres of excellence a sort of a chain process, excellence breeding more excellence.

University Grants Commission

Let me at this place say a few words about the UGC. The Commission was set up by an Act of Parliament in 1956 in pursuance of the recommendation of the Radhakrishnan Commission on Higher Education (1948).

It is felt that, in view of the increasing responsibilities of the Commission, and the size of the university system in the country, it would be desirable to expand the Commission from nine to, say, fifteen members. It would also be of advantage to have a Deputy Chairman. The Commission, under the present Act, can give maintenance grants to Central universities only. It will be desirable if in the case of programmes of special importance in relation to our national needs or for some specific purpose, it was made possible for the Commission to give maintenance grants to State universities and institutions deemed to be universities under the UGC Act. Of course, such a provision will have meaning only if reasonably adequate funds were made available to the Commission. These

matters, I understand, are under consideration of the Government. It would need an amendment of the Act.

If I may try to sum up what I have said in a somewhat sketchy way, I would mention that :

1. Development panels may be set up in universities and colleges.
2. The imperative need is to upgrade the quality of higher education to inject Indianness into it and to link it with our needs and aspirations, and make it an explicit instrument of national betterment and integration.
3. Programmes of work experience, national service scheme and such other steps may be undertaken as would foster a sense of social responsibility and commitment in all participating in higher education.
4. Close contacts and association between universities, Government, industry and the community generally.

In the years immediately ahead of us we have to do hard and sustained thinking about matters of crucial importance for the development and welfare of higher education. It is most important that a convention is set up, under the leadership of our esteemed Prime Minister and Education Minister, that no major policy decisions vitally affecting higher education are taken without taking universities into confidence and giving them reasonable opportunities to place their point of view before Government or whatever agency is concerned with formulation of policy. Universities, in general, also need to improve and activise processes of deliberation and decision making.

In conclusion let us remind ourselves of the stirring words of Jawaharlal Nehru :

“A University stands for humanism for tolerance, for reason, for the adventure of ideas and for the search of truth. It stands for the onward march of the human race towards even higher objectives. If the universities discharge their duties adequately, then it is well with the nation and the people.”

Major Recommendations :

The recommendations of the Education Commission (1964-66) pertaining to higher education were considered by the three Committees of the Conference.

The reports of the three committees were considered by the conference at its general session. The conference while agreeing with the main recommendations of the Education Commission (1964-66) pertaining to higher education, made certain observations including the following :

1. Expansion of facilities for higher education should be planned in relation to manpower needs and employment opportunities in various sectors of the developing economy, and the growing demand for higher education to meet the social aspirations of the people.
2. The over-all ratio of engineers to technicians should be increased from the present figure of 1 : 1.4 to 1 : 2.5 by 1975.
3. Vocationalisation at the secondary school level, as recommended by the Education Commission, could, to a large extent, relieve the pressure of numbers in the universities. It would be necessary to provide a large number of technical schools of the junior college type for this purpose.
4. No new university should be started unless there is a compelling need for it and adequate provision for funds and other resources required is made.
5. Effective steps should be taken to raise standards by selective admissions and adequate provision for scholarships etc. in the field of higher education.
6. For the balanced expansion of higher education and the improvement of quality on a priority basis, the investment in science education and research should be increased.
7. Instead of reorganising a few selected universities as 'major universities', efforts should be made to improve and develop selected university departments to the level of centres of advanced study.

8. The programme of summer institutes should be further strengthened.
9. It is necessary to review and modernise courses of study, both at the under-graduate and post-graduate levels, in different disciplines.
10. The need for introducing an effective system of tutorials, by reducing formal class-room lectures, reform in examination system and the adoption of internal and continuous evaluation was emphasised.
11. The conference considered the question of the place of regional languages in higher education and affirmed its conviction that energetic development of Indian languages and literature is vital for the promotion of higher education and of national culture generally.
12. The conference was in general agreement with the recommendations of the Education Commission with regard to change-over in the medium of education. But higher education is a closely integrated system and any modification, such as a change in the medium of education, would have a direct effect on other parts of the system. The conference recognised that the change-over in the medium of education, if properly carried out, would be a major step towards improvement of higher education and towards strengthening of its roots in our soil. The programme should be pursued in a sustained and systematic manner.
13. The importance of student services and student welfare programme was emphasized.
14. Hostel accommodation is of very great importance in the conditions prevailing in the country and such accommodation should be provided for at least 25% of the enrolment at the under-graduate level and 50% at the post-graduate level.
15. It would be desirable to convene an annual conference of student representatives of the universities and colleges under the auspices of the UGC.
16. It is necessary to evolve policies and practices, and particularly a machinery for decision-making, which

would be conducive to a progressive and dynamic organisation in the universities.

17. Provision should be made for suitable procedures, consistent with the autonomy of the universities, to ensure that appointment/promotion of teachers is made strictly on merit.
18. The jurisdiction of the UGC should extend to all types and levels of higher education in the country, as in the case of the University Grants Committee of the UK, and its statutory status should correspondingly be enhanced. The consensus was that it would not be advisable to set up separate UGC type bodies for various sectors of education, like agriculture, medicine and technology, etc.
19. It would not be desirable to have serving vice-chancellors as members of the UGC. Officers of the Central Government may be associated with the UGC in an advisory capacity and not as members.

SIXTH CONFERENCE

<i>When and where held</i>	: 21st, 22nd and 23rd April, 1969, at New Delhi.
<i>Inaugural Address</i>	: Dr. V.K.R.V. Rao, Minister of Education and Youth Services.
<i>Presidential Address</i>	: Prof. D. S. Kothari, Chairman, University Grants Commission.

Extracts from the Inaugural Address :

The most fundamental and far-reaching change we have to bring about is in the medium of instruction. With every State going in for its own regional language as its official language in addition to English, and with the UPSC having taken steps to introduce regional languages as its media of examination for some of its papers the question of introducing regional languages as media of instruction in higher education is no longer of mere academic interest.

The second programme that has to be taken up is that of introducing games and sports and National Social Service (NSS) as alternatives to the NCC during the first two years of undergraduate instruction.

The third programme that I want to mention for immediate attention is the question of student participation in the academic process.

The fourth programme that I would like to suggest for your consideration is the giving of greater emphasis on the development of affiliated colleges. These institutions enrol about 85 per cent of the total number of students at the university stage; and therefore, their improvement becomes a significant programme of reform in higher education.

The fifth programme which I would like to place before you is that of the development of teacher education through the UGC. This is appearing in our Plans for the first time.

The sixth programme which I would like you to consider - and this will make a material change in our system of higher

education—is to prepare alternative courses, purposively oriented to employment, to the existing first-year degree courses in arts, science and commerce. We have been talking of vocationalisation of secondary education and of diverting students away from universities ever since the proposal was first put forward by the Indian Education Commission in 1882. But very little has been achieved.

The seventh programme I propose to develop is to build a proper liaison between the national laboratories and the universities.

Finally, I would like to refer to the need for developing programmes which will promote national integration... What I would like to emphasise is that the unity of India is still a tender plant that is being attacked by four hungry and dangerous goats—the goats of linguism, regionalism, casteism and communalism. Once the plant is grown to a certain height and strength, these goats will be powerless to do any harm. But we must do all we can to protect it in its present vulnerable condition by fostering national integration through all possible curricular and co-curricular programmes.

Extracts from the Presidential Address:

The need of student participation and involvement—and it has to be effective and meaningful—in the formulation of policies and programmes for development of university education and upgrading of standards, in university affairs generally, is now widely recognised... Never were there so many young men and women aspiring for, and deserving, meaningful and challenging tasks; and never were the tasks apparently so few in proportion to the demand. This is a problem everywhere. There are no easy or universal solutions, no royal roads. We need a change of attitudes and of values. This needs hard and courageous thinking, imagination, collective wisdom and sincere cooperation of all the participants—students, teachers and administrators.

In recent years the knowledge-explosion in the scientifically advanced countries has led to a terrific growth in the output of new publications—books, monographs, journals, reviews and reports.

In our case, the difficulties of procurement have been further accentuated because of severe limitations as regards foreign

exchange. It is a dismal fact that most university and college libraries as judged by indispensable books that they should possess, are far poorer today than, say, a decade ago. A very large proportion of students and also teachers, cannot afford to buy books required for their study—not surprising then that standards are poor.

It is of utmost importance that every effort is made to produce books in the country. This applies to writing of original books, translations into Indian languages of important foreign books, as also reprinting in India (in our languages and English) of advanced books and books of reference at economic prices. A rapid expansion of the book industry is vital to the progress of education in the country.

A formidable difficulty facing educational development—programmes of student welfare, home-study-centres, strengthening of libraries and laboratories of universities and colleges—is lack of adequate resources. The total expenditure on education at present is about 3 per cent of the gross national product. The Education Commission has recommended that this should go up to 6 per cent by 1986. The present level of public expenditure on education as a percentage of the GNP is 5.27 for USA (per capita GNP = \$ 4,040), 5.04 for UK (per capita GNP = \$ 1,980) and 4.65 for Japan (per capita GNP = \$ 1,150). This gives for education a per capita expenditure of \$ 213 for the USA as against only \$ 2 for India.

Gandhiji wrote in 1947 referring to his scheme of basic education through handicrafts, that it was not dependent on money and that the running expenses should come from the educational process itself. He said: "Whatever the criticisms may be, I know that the only education is that which is self-supporting." This is an extreme position, but it serves to underline the extreme importance of making education work-oriented and related to the needs of agriculture and industry, and to the economic and social goals of the country. Education should be concerned not only with imparting and advancement of knowledge but it should promote and strengthen a sense of commitment and dedication, a sense of common citizenship and culture, and further national integration.

Major Recommendations :

1. High priority should be given to those recommendations of the Education Commission (1964-66) which relate to improvement of conditions of service and other amenities for teachers and students.

2. It is necessary to evolve a suitable machinery in the universities to ensure maintenance of standards and proper development of colleges.

3. Special emphasis should be given to programmes related to student welfare and amenities.

4. Modernisation and upgrading of courses of studies is a matter of the utmost urgency and importance.

5. Every university may formulate a five-year plan for upgrading syllabi and standards keeping in view the availability of resources such as libraries, laboratories, class rooms, staff, etc.

6. The establishment of schools of education within the universities is an important and urgent necessity in order to provide necessary leadership in the sphere of teacher education.

7. The following programmes may be undertaken for improvement of teacher education: Organisation of summer schools in academic subjects; provision of visiting and other fellowships; deputation of the teacher-training institutions for advanced post-graduate work and research training in universities; production of literature on education in English and modern Indian languages.

8. Introduction of sessional work and internal assessment in the evaluation and grading of a student's performance would be a step in the right direction.

9. The University Grants Commission may set up an Examination Reform Unit in order to initiate the movement towards examination reform.

10. It was felt that in the matter of book production, direct involvement and initiative of the universities was most crucial.

11. It would be useful to introduce reforms within the existing university structure in order to make decision-taking processes more democratic and suited to a dynamic organisation like the university.

12. The genuine needs and difficulties of the student community must be carefully and sympathetically considered and consultative machinery devised, so that the authorities in the

universities and colleges could discuss periodically and regularly with students, their needs and problems.

13. It has to be the endeavour of the authorities in the universities and colleges to secure the active co-operation of students in the maintenance of discipline.

14. Memorial lectures may be arranged on Gandhian thought every year. Chairs in Gandhian thought at new selected universities may be instituted. A few fellowships scholarships may be provided for research in Gandhian thought.

The Proceedings of the First and Second Meetings of the Vice-Chancellors' Conferences were published by the Ministry of Education, Government of India, and those of the Third, Fourth, Fifth and Sixth Meetings were published by the University Grants Commission.



The Proceedings of the Meetings of the All India Council for Technical Education 1948—1969

[Third Meeting to Twentieth Meeting]

INTRODUCTION

In their plan for Post-War Development in India the Central Advisory Board of Education had given reasons for their belief that technical education at the higher stages could not in modern conditions be effectively organised on a provincial basis. The Board had emphasized the need for planning technical education on an all India basis if there was to be substantial industrial development in the post-war period and had remarked that "to stimulate, co-ordinate and control the provision of the educational facilities, which such a development as well as existing industry will need, there must be an all India body in the supreme charge". The Board had accordingly recommended the establishment of a National Council for Technical Education which, it was suggested, should control policy in technical education generally and deal with all technical institutions above the high school stage except the Technological Departments of Universities. Accordingly, an All India Council for Technical Education was set up in 1945, composed in a way suggested by the Central Advisory Board

In the first instance, it was entrusted with the advisory functions only. The immediate task of the Council was to survey the needs of the country as a whole for higher Technical Education with special reference to prospective post-war needs and to advise in what areas technical institutions should be established,

for what branches of technology each should provide and up to what standards they should operate. In particular, it was empowered :

(a) To survey the whole field of technical education in consultation with Provincial Governments and such Indian States as may be willing to co-operate with it ;

(b) To consider such immediate projects as are already under consideration by various departments of the Government of India, *e.g.* the provision of senior All India Polytechnics on the lines of the Massachusetts Institute of Technology or the establishment of a Technical College for Electrical (Power) Engineering, and to assign to these their appropriate place in All India Scheme ; and

(c) To conduct preliminary investigations with a view to ascertaining the conditions on which the authorities in control of existing technical institutes would be prepared to co-operate in an All India Scheme.

It is worth noting that, in spite of the great importance attached to technical development since independence, it has not been considered necessary to set up any special commission on technical education as was done in the case of Secondary and University education. The All India Council for Technical Education has done a magnificent work in its special field, and the Government has been content to act on the advice tendered by it. The annual proceedings of the Council, thus constitute the most important document to trace the development of technical education in India. The Chairman's Addresses, relevant passages compiled here from 1948 to 1969, depict a year-to-year story of progress, problems and programmes. Perhaps one of the most remarkable achievements in India during the two decades of independence is the phenomenal growth of technical education. Before independence there was not much to report on the subject. The first industrial school was opened in Madras in 1842, and the first Engineering College in U.P. in 1847, followed by three engineering colleges in the presidencies of Bombay, Calcutta and Madras about 1856. The two world wars, particularly the second, brought in the realization that an accelerated development of technical education and a scientific approach to manpower planning were one of the pre-requisites for survival. Nevertheless, a foreign rule could not have evinced that seriousness of purpose,

interest and enthusiasm in developing the economy of the country and reducing its poverty as a free nation would claim for itself. The growth of technical education in the post-independence period is reflected in the rapid increase in the student enrolment and the number of institutions. As against an annual admission of 3,000 students for the first degree courses and 3,700 students for diploma courses in 1947, the admission capacity increased to 25,000 and 48,580 respectively in 1967-68. Against only 38 institutions for first degree and 53 for diploma in 1947, the number went up to 138 for degree institutions and 284 for diploma institutions in 1967-68. As a first step towards the development of advanced technical education, the Union Government has developed a chain of 5 higher technological institutions known as the Indian Institutes of Technology, located at Kharagpur (1951), Bombay (1957), Madras (1959), Kanpur (1960) and Delhi (1961). In this work generous assistance has been provided by friendly countries like U.S.A., U.S.S.R., West Germany and the United Kingdom. According to the recommendations of the Council, these institutions have to concentrate their efforts on post-graduate courses and research.

In addition, facilities for post-graduate studies and research have been augmented at the Indian Institute of Science at Bangalore and a number of Regional Engineering Colleges have been opened. Four Regional Institutes for the training of Polytechnic Teachers have been started at Madras, Bhopal, Chandigarh and Calcutta.

In spite of these impressive achievements the Council has felt that much still remains to be done. In 1961, at the end of the Second Five Year Plan, the Chairman in his address to the Council stressed the need for quality: 'These are impressive numbers specially for a country like ours that has had to build from scratch within a short time. But numbers are not everything. What of quality?' The question of improvement of quality and standard and a call for the intensive period of consolidation find frequent references in the subsequent addresses. After a certain point of development quality becomes more important than quantity, as it is safer, better and more economical to train one competent engineer than to train a good number of indifferent ones. It is declared that 'teacher is the heart of the problem of good education, and we have given so far meagre attention to it'. The Council has pleaded with the States for the implementation of the schemes of improved pay scales to attract brilliant men and for the

continuous training of a sufficient number of teachers to meet the existing shortage. This justifies the Council's resolution not to start any new institutions as long as the existing ones are understaffed. To stop the present menace of large numbers crowding aimlessly into universities, technical education and training at the secondary level has been considered vital, and the establishment of Junior Technical Schools on the widest scale possible has been recommended.

These addresses and resolutions invited attention to many other important aspects of technical education like the need for cooperation and collaboration between industry and technical institution, the development of an integrated system of science and engineering in which the complementary roles of engineering institutions and research laboratories are clearly identified, the reorganization of polytechnic education, the refurbishment of diploma courses, the design and fabrication of equipment to make technical education self-reliant, the need for encouraging Indian authors to write technical books and development of a first-rate publication industry for scientific and technical works.

The first two meetings of the All India Council for Technical Education were held before independence, the first in May 1946 at New Delhi and the second in May 1947 at Bangalore. Important passages from the Chairmen's Addresses and some significant resolutions/recommendations appearing in the following pages have been collected from the Proceedings of the third to the twentieth meeting of the Council.

THIRD MEETING

When and where held : 22nd April, 1948, at Bombay.
Chairman : Shri Nalini Ranjan Sarkar*.

Extracts from the Chairman's Address :

We are today meeting here for the first time after the attainment of freedom. We must, I feel, clearly realise that in the context of our newly won independence the responsibility of the Council has become all the greater in the matter of giving proper advice to the Governments for training up the youngmen of our country as skilled technicians.

As you know, the All India Council for Technical Education was set up by the Government of India on the 30th November, 1945, on the advice of the Central Advisory Board of Education in the first instance with advisory functions only.

At its inaugural meeting held in April/May, 1946, the Council felt that for the efficient discharge of the duties assigned to it by the Government, it should have three types of committees set up under its aegis, viz. :

- (i) All India Boards of Technical Studies—one for each of the main subjects of Technology in Engineering and Chemical Technology, Commerce and Business Administration, Textile Technology, Applied Art, Architecture and Regional Planning, for achieving a uniformly high standard of education in technological subjects.
- (ii) Regional Committees of the Council one for each region to perform general functions assigned to the Council and supervise the work of the higher technical institutions as are not affiliated to the Universities and may with the approval of the Provincial Government concerned join in All India Schemes.

*At one time Education Member of the viceroi, * Executive Council

- (iii) A Co-ordinating Committee to co-ordinate the activities of the above Committees and to act as an executive organ of the Council.

The Co-ordinating Committee and the six All India Boards of Technical Studies have already been set up and have commenced their work.

In view of the political changes which were impending the question of setting up the Regional Committees of the Council could not be taken up earlier.

The Council considered the interim report of the Higher Technological Education Committee on the development of technical institutions in India and endorsed the opinion that to meet India's future needs for high grade engineers, technologists, architects, etc., Government should establish for Regional Higher Technical Institutions in the East, West, North and South on the lines of the Massachusetts Institute of Technology, and the Government have accepted in principle the immediate establishment of two of these Higher Technical Institutions *viz.*, one in the East near Calcutta and the other in the West near Bombay

Much, of course, necessarily depends on the Government's implementation of our recommendations quickly. We have recommended the early starting of the two Higher Technical Institutions; we have taken steps towards upgrading of 14 existing institutions and we have also made tangible progress towards drawing up syllabus and curriculum of studies for different technical subjects on a uniform and high standard on all India basis for diploma course.

FOURTH MEETING

When and where held : 28th April, 19'9, at Calcutta.
Chairman : Shri Nalini Ranjan Sarkar.

Extracts from the Chairman's Address :

The attainment of freedom has added a special significance to the needs of technical education. Research in our country is the supreme need of the hour for our national economy and our national security.

I should like here to say a few words about the aims and functions of technical education in the context of the new set-up. Any system of technical education under the present set-up should have a two-fold aim. The basic and paramount need is, of course, the proper correlation of such education with our industrial and agricultural requirements and other potentialities.

Secondly, technical instruction should be broad-based and considered as a form of mental training, a training of the mind, not less than that of the hand or of the eye.

A sound technical education should not only equip our youth to face the demands of the modern world but it should also instil in him the mental and moral discipline that is necessary to make his skill fruitful in the services of humanity.

Through the kind offices of the West Bengal Government a site of an area of 1,200 acres of land with some valuable buildings has been made available to the Government of India free of cost in Hijli near Kharagpur for the Easter Higher Technical Institution. The planning of the lay-out has now been taken in hand... For the Western Institution, the acquisition of a site at North Kurla near Bombay is now already under way.

The question of achieving uniform standards of technical education in the country had also been taken up with the Inter-University Board and the Co-ordinating Committee has set up a small Committee to work along with the Committee of the Board. Besides this, the Council has appointed a Joint Committee of the

All India Boards of Technical Studies in Textile Technology, Chemical Engineering and Chemical Technology, and Commerce and Business Administration to evolve a scheme for training of engineers and technologists in industrial management and business organisation.

The Council also undertook a survey of the existing facilities for technical education and an interim report was submitted. Though the survey could not be a comprehensive one, we have yet been able to publish a handbook entitled "Facilities for Technical Education" covering ninety-five institutions in the field. The Council had also framed curricula for All India Diploma Courses, of a standard equivalent to that of a University degree in as many as fourteen subjects, which the Government of India have duly recognised as equivalent to degrees in the corresponding subjects for recruitment to services and posts under them.

FIFTH MEETING

When and where held : July 1950, at Calcutta.
Chairman : Shri Nalini Ranjan Sarkar.

Extracts from the Chairman's Address :

The task of the Council has not been confined to the tackling of the question of establishing new Higher Technical Institutions only ; the question of strengthening and upgrading the existing institutions has also engaged its earnest attention and good progress has been made in this direction also.

The All India Council for Technical Education directed that the standard of the All India Diploma and Certificate Courses should be equivalent to that of University degree and Foremanship Courses, respectively. The Council also directed that in so far as the diploma courses are concerned greater emphasis should be laid on the practical side of the courses. The idea was that while the All India Diploma Courses should be equivalent in standard to that of the degree course in universities, they should not be rival courses but should be designed to fulfil the specific needs of the industry.

The various river-valley projects, constructional schemes and other large-scale projects are designed to serve the basic purpose of raising the standard of living of the people. The implementation of these schemes has brought us face to face with the technical man-power problem which is found to be one of our greatest bottle-necks. In fact we are hopelessly running short not only of technicians and engineers and craftsmen, etc., but also of persons capable of planning big projects and undertaking big responsibilities in a big way. It may be that in certain lines we may have a fairly good number of qualified men, but since Engineering training in the country had generally proceeded on an unplanned way, we have had a glut in some specified lines, while, in other equally important, we have had extreme paucity. This is the crux of the problem that the Council is called upon to solve and create conditions not only for the expansion and consolidation of all grades and types of technical education in this country, but what is of

more importance, also for effecting necessary improvement in the standard and efficiency of the training along up-to-date lines.

The proposal recently mooted for the coordination of higher technical education in the country through a central organisation or university—by whatever name it may be called—deserves close attention. For it is felt that our programme of upgrading the technical institutions in the country and maintaining in them a uniform standard of teaching emphasises the need of such an organisation.

If technical education is to be developed in this country in all its branches, as it should, and on the highest level possible, the need for a central organisation of the status of a university—by whatever name it may be called—can hardly be gainsaid. If I may venture to give my own personal reaction, such an institution is necessary not only for upgrading the standards of affiliated technical colleges, but also for promoting post-graduate specialisation in the various branches of technological science. For the country needs not only technicians but also technologists. The two terms which sound and look almost alike are indeed very much apart in their meaning and real significance. In fact, a technician is a man who, in the normal course, without aspiring ever to reach one of the directing positions in industry, is nevertheless fully competent to carry out in a responsible manner approved techniques which are either common knowledge or specially prescribed by the management of business. A technologist, on the other hand, can be defined in the words of the Barlow Report as a man "capable of appreciating the latest progress in the research laboratories and applying the results to practical engineering or processes in industry". As happily put by Lord Chorley, President of the Association of University Teachers in Britain, while the technologist is the commissioned officer of the industrial army, the technician is the non-commissioned officer. While it will be the main responsibility of Technical schools and colleges to turn out good technicians, a Technological University will be in a position to turn out highly trained technologists or the commissioned officers of the industrial army.

Significant Resolutions Recommendations :

1. The nomenclature of the various posts be : (a) Professors ; (b) Associate Professors ; (c) Readers ; (d) Lecturers ; and (e) Instructors.

2. The scales of pay for the posts be : (a) Professors : Rs. 1000-50-1250 plus personal allowances depending upon the eminence of the person appointed ; (b) Associate Professors : Rs. 800-1000 ; (c) Readers : Rs. 600-1000 ; (d) Lecturers : Rs. 300-25-600-EB-25-750 ; and (e) Instructors ; Rs. 250-25-350.

3. The Council accepted in principle the view that it should be a statutory body and not merely a body established by executive authority of the Government.

SIXTH MEETING

When and where held : January 1951, at Calcutta.
Chairman : Shri Nalini Ranjan Sarkar.

Extracts from the Chairman's Address :

I have noticed that there happens to be a subdued dissatisfaction when the Government or industrial organisations of autonomous authorities of big projects requisition the services of foreign technical experts for large-scale undertakings, thinking as if we have quite a good handful of this type in the country. But from the practical experience it has been found that such import of talent cannot be helped despite all the good intentions of the appointing authorities as our resources in technical man-power are lamentably poor, and on the higher level, demonstrably meagre.

If schemes of extending technical facilities are continued further without regard to actual needs, supply may outstrip demand and create a situation in which these trainees may not secure gainful occupations for lack of commensurate expansion of industries, private or State owned. This may serve as a damper and defeat the purpose we have in view. . . In fact, the question of technical education cannot be wholly viewed in terms of employment, particularly in a country like India, where there is so much to be done but so few to do them. Even so, in adding to the number of the existing institutions we must proceed cautiously so that there may not be a wide disparity between our needs and supply. Any new venture of this type, if undertaken without proper planning and collaboration with a central organisation like this Council, may tend to do more harm than good to the cause of technical education in the country.

The All India Council, which is now broadly dealing with the problem of technical education in all its aspects, was appointed by a Government resolution as far back as in November, 1945, on the recommendation of the Central Advisory Board of Education. . . It is now being felt that the Council could be expected to render better service to the cause of technical education if it were

conferred statutory powers and authority in respect of all technical institutions above the High School standard except the technological departments of the universities.

In any case it is not an easy job to squeeze all the branches of technical education with sub-divisions of each, not to speak of monotechnic institutions into a single University faculty and do full justice to it among numerous other faculties. The country requires a comprehensive and go-ahead policy in technical education which can be hardly forthcoming so long as such education remains tied to the apron-strings of general education. Moreover, a higher Central organisation would not only modernise and develop degree courses and promote post-graduate research but upgrade and standardise the instruction imparted through numerous undergraduate instructions scattered all over the country.

Significant Resolutions/Recommendations :

1. Four Regional Committees of the Council be constituted forthwith.

2. The headquarters of the four Regional Committees be as follows : Northern Region—Kanpur ; Eastern Region—Calcutta ; Southern Region—Madras ; and Western Region—Bombay.

3. A bill be introduced in Parliament for the grant of a status to the Council and that its functions as a statutory body should be :

- (i) To coordinate facilities in technical education in the country and to ensure proper standards ;
- (ii) To develop technical institutions in the country by giving suitable grants (with proper machinery provided to assess the needs and to ensure judicious spending) ; and
- (iii) To confer awards on students undergoing courses in affiliated institutions (institutions forming part of unitary universities would not be permitted to affiliate to the Council).

SEVENTH MEETING

When and where held : 12th April, 1952, at Calcutta.
Chairman : Shri Nalini Ranjan Sarkar.

Extracts from the Chairman's Address:

One of the main tasks that the Council undertook to complete from the very beginning was a general survey of the field of technical education in the country. Under its direction an exhaustive survey was undertaken and questionnaires were sent out to various institutions, Universities and State Governments. The results of this survey were published in the form of a booklet which has been very well received.

Another important direction in which the Council has done some valuable work is in respect of extending the facilities for technical education. The post-war plans formulated by the various State Governments specially devoted themselves to the development of government institutions while the Council took up the question of improving and strengthening non-government institutions as well.

The Council recommended that two of the four Higher Technical Institutions suggested earlier by the Committee be set up during the quinquennium 1946-51 but due to various difficulties... some delay in implementation could not be helped. Nevertheless a good beginning has been made with the first institution, viz., the Eastern Institute designated as the Indian Institute of Technology, Kharagpur.

The government set up two offices, one in Calcutta and the other in Bombay, with Regional Officers to do the preliminary work in regard to the setting up of those Committees in the Eastern and the Western Regions... The need for bringing about closer co-operation and liaison between industry on the one hand and educational institutions on the other has become more pronounced with the development of industries and the Regional Committees are expected to bring about such cooperation and make it effective.

According to the scheme formulated by the Coordinating Committee, the All India Council would have a number of statutory responsibilities such as the coordination and ensuring of standards in various technical institutions, recognition of technical institutions, conducting or recognising examinations for the purpose of conferment of awards, making arrangements for teaching of technical and allied subjects and for research in these subjects, etc... Nothing tangible has come out and the Government have only expressed the view that time has not yet come to endow the Council with statutory powers in the manner suggested by the Coordinating Committee. I hope, however, the time may soon come when you may think of reviving the claim in the best interests of technical education in this country.

As I lay down office after long six years' association with this Council, I think I may be permitted to utter a word of caution also. In the wake of independence, political trends are everyday emphasising regional particularism, and in some spheres at least this is being carried too far... There may be conflicting claims, but the paramount need is to keep the all India perspective in view so as to ensure broad-based development on national scale. The other point which I would request you to bear in mind is that in the years ahead the All India Council will naturally devote much of its attention to the development of technical education in a manner conducive to planned industrial growth. This may easily lead to too great an emphasis on the utilitarian aspect of the problem to the neglect of the demands of fundamental research. So, in my opinion, the Council should do well to keep in view the twin objectives it has to fulfil, *viz.*, promotion of technical training as such, on the one hand, and higher fundamental research on the other.

Significant Resolutions/Recommendations :

1. The All India Diploma and Certificate Courses be designated as National Diploma and National Certificate Courses respectively.
2. The whole question of Higher Technical Education should be reviewed in the light of developments that have taken place recently in the provision of increased facilities for undergraduate work at the old institutions as well as the new institutions.

3. An integrated plan be worked out for the provision of facilities for post-graduate studies and advanced work and research and also for specialised courses, taking into account the existing facilities, the potential capacity for development, the location of industries, and such other factors, with a view to ensuring the best use of existing arrangements.

4. The Central Government grants should not be dissipated among too many institutions but be utilised for developing selected institutions of all India importance.

EIGHTH MEETING

<i>When and where held</i>	: February 1953, at New Delhi.
<i>Chairman</i>	: Maulana Abul Kalam Azad, Minister of Education.

Extracts from the Chairman's Address:

Some of the landmarks in the history of the Council naturally come to my mind on this occasion. You are aware that it was primarily at the initiative of the Council that the Government of India decided to strengthen a number of undergraduate institutions in various parts of the country... It was also on the recommendations of the Council that the Government accepted the proposals of the Sarkar Committee to set up four higher institutes of technology in the country. The Council is also responsible for undertaking steps to establish closer relations between industries and educational institutions by establishing different types of industrial training schemes.

I am happy to report to you that the Indian Institute of Technology, Kharagpur, has made further progress since the Council last met... The total number of students has risen to 700 and the next academic year will see a thousand students on its roll.

You are aware that the Council has recommended the setting up of four regional committees in order to establish closer relations between industries and educational institutions to their mutual advantage. The first of these committees, the Eastern Committee, was set up some time ago. The Western Committee has also now been set up and held its first meeting at Bombay in October, 1952.

Facilities in technological study at the post-graduate level are inadequate and even though the two Institutes at Kharagpur and Bangalore will go some way towards meeting our requirements, we still have to send a large number of students for training abroad. It must be one of the first priorities in our programme of expansion to develop these facilities within the country itself.

The last important issue to which I would draw your notice is the need of setting up an Assessment Board for the recognition of technical and professional qualifications for employment. There is today considerable confusion in regard to the recognition of the numerous qualifications and awards for purposes of employment in Government service.

Significant Resolutions/Recommendations :

1. The Council resolved to recommend to the State Governments to start Art Departments in their technical and other institutions so as to provide adequate facilities of the required standard for Art education.

2. The Council decided to set up a Board of Assessment to examine the standards of technical or professional qualifications and to advise what recognition, if any, should be accorded for the purpose of recruitment to Government Services.

3. The Council was of the view that the development of large-scale and mechanised industries depended, in a large measure, upon the availability of well-trained craftsmen, who constitute one of the prime factors in quality production and that the time had come when the training of craftsmen according to a well conceived and well-organised plan of apprenticeship training should be made an integral part of the activity of every industrial concern in this country. The Council recommended that appropriate legislation be passed for this purpose.

NINTH MEETING

When and where held : 30th October, 1954, at New Delhi.

Chairman : Maulana Abul Kalam Azad,
Minister of Education.

Extracts from the Chairman's Address :

It is heartening to see that as a result of the work of these Committees of the Council, before the close of the first Five Year Plan period, we shall have in the country a fair number of post-graduate courses in Engineering and Technology as also arrangements for advanced work and research. We shall also have a network of facilities in Management Studies, a subject which has assumed great importance during recent times. An Administrative Staff College and the National Institute of Management will also have been set up largely through the effort of Industry and Commerce. At least three of the Regional Schools of Printing Technology will be functioning, if not more. Provision for Architectural Studies will have been expanded considerably and a Central School of Town and Regional Planning would have been established on firm foundations.

The Indian Institute of Technology, Kharagpur, has, as you will remember, been established in terms of the recommendations of the Council. Its progress has been remarkable.

I think the time has come when we should seriously consider the setting up of more Higher Technological Institutions. The site for the Western Institute has already been acquired and the Government of Bombay has expressed its eagerness to go ahead with the project.

Apprenticeship training schemes at all levels have not yet received the attention they deserve... Government has already accepted the recommendations of the Secondary Education Commission to provide diversified courses at the secondary level. Such courses can be useful only if opportunities are available to young school leavers to go into industry as learner-workers or apprentices having

at the same time facilities for part-time instruction in Technical Schools. Such schools could be set up by Industry.

Significant Resolutions Recommendations :

1. The Council recommended that there be minimum as well as maximum age limits as follows :—

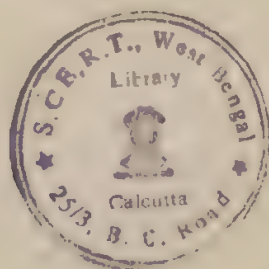
Degree Courses: Minimum 17 years;
Maximum 21 years.

Diploma Courses: Minimum 15 years;
Maximum 21 years.

The upper age limit may be relaxed in special cases.

2. The Council resolved to recommend that in the interests of co-ordinated development of technical education and training the responsibility of technical education and training at all levels be entrusted to the Education Ministry at the Centre and the Education Departments in the States.

3. The Council resolved to recommend that, for co-ordinated and balanced development of technical education, each State in the region should have a Director of Technical Education attached to its Education Department and that all aspects of technical education outside the University Departments should be brought under his immediate and direct charge.



TENTH MEETING

When and where held : 22nd February, 1957, at New Delhi.
Chairman : Maulana Abul Kalam Azad, Minister of Education.

Extracts from the Chairman's Address :

You are aware that while great progress has been made in all fields of education since the attainment of independence, perhaps the most remarkable advance has been in that of technical education.

Along with the strengthening and improvement of undergraduate education, considerable progress has also been made in the development of post-graduate courses and advanced work in research. You are aware of the remarkable development of the Indian Institute of Technology, Kharagpur, and of the Indian Institute of Science, Bangalore.

In the Second Five-Year Plan, the programme for the development of technical education has been further strengthened. As against a total provision of Rs. 23 crores in the First Five-Year Plan, the Second Plan provides an amount of almost Rs. 50 crores. Three Higher Technological Institutes on the lines of the Kharagpur Institute will be set up during this period and many new Engineering Colleges and Polytechnics established. It is proposed to increase the annual output of Engineering graduates from 3,000 to 5,000 and provide for a corresponding increase in the number of diploma holders.

I would like to deal with two criticisms which are often made about our Engineering and Technical personnel. The first complaint is that instruction in the college is highly academic and the personnel turned out is not immediately useful to industry. I would point out that the practice of production techniques can be had only in the industry. Technical institutions cannot be expected to give it, nor should they attempt it. The criticism of academic bias can however be largely corrected by the introduction of Sandwich courses and providing larger opportunities of practical training.

The other criticism is about the shortage of Engineers and Technologists at the higher level. The chief reason for such shortage is that employers do not provide a graduate student with adequate opportunities for training after graduation... We must provide facilities to Engineering and Technological graduates for pursuing higher studies and create for this purpose a sufficient number of scholarships at a level which will be attractive. It would also pay employers to get young graduates to go through the various departments as part of their training and during this period assume only minor responsibilities... I would appeal to industry to cooperate with educational institutions in carrying out both these measures.

ELEVENTH MEETING

When and where held : 24th March, 1958, at New Delhi.
Chairman : Dr. Mono Mohan Das.

Extracts from the Chairman's Address :

The most important aspect of our activity since the last meeting of the Council, is the implementation of the scheme of expansion of 19 existing Engineering Colleges and 50 Polytechnics as the first step towards the fulfilment of the recommendations of Engineering Personnel Committee for training of additional technical personnel.

The Council suggested at its last meeting held in February, 1957, a new pattern of assistance to be given by the Central Government to private enterprise whose important role in the development of technical education is recognised fully ... I am glad to inform the Council that it has met with very good response and as many as 20 new institutions are being established by various private agencies. This is the first time in the history of technical education in the country that private organisations and individuals have come forward to establish such a large number of technical institutions in a short period.

You will be glad to know that the recommendations of the Expert Committee for Mining Engineering have been accepted by the Government and six new Centres are being developed for degree courses in Mining Engineering and 14 Centres for diploma courses.

In the field of Management studies, the Administrative Staff College has started functioning at Hyderabad in accordance with the scheme formulated by the Expert Committee of the Council. The first course was conducted during December, 1957-March, 1958.

TWELFTH MEETING

When and where held : 13th April, 1959, at New Delhi.
Chairman : Prof. Humayun Kabir, Minister
for Scientific Research and
Cultural Affairs.

Extracts from the Chairman's Address :

As a result of the efforts of the Council and with the cooperation of various interests concerned, there has been an almost two-fold increase in the intake in the degree and diploma institutions during a period of two years.

Another welcome feature has been the remarkable progress at the post-graduate level. As you will remember, there were hardly any facilities for post-graduate study or research in engineering or technology before 1947. Today, we have 77 post-graduate courses organised in 21 institutions distributed in all parts of the country with some 500 students taking advantage of the facilities offered in them.

The Indian Institute of Technology, Kharagpur, has already reached an enrolment of over 1000. Out of them 200 are engaged in post-graduate courses and research. It is now providing ten courses at the under-graduate and 35 courses at the post graduate level.

You will remember that the Indian Institute of Technology, Bombay, was started in July, 1958... We are planning to start the Madras Institute in July, 1959, and the Kanpur Institute in July, 1960.

I feel that for the next few years we should pay greater attention to the question of recruitment and retention of a sufficient number of teachers of the right calibre than to that of improvement of physical amenities in our institutions. In fact, some foreign visitors have remarked that our institutions are lavishly planned regarding buildings and sometimes also in the matter of equipment while teaching posts remain unfilled or inadequately filled for long periods. Let the improvement of the quality of teachers be one of the highest priorities for our Third Five-Year Plan.

There is no need to argue that training can be best imparted in regular educational institutions. Since we cannot provide the facilities in such institutions for all those who wish, the only alternative seems to be the introduction of correspondence courses more or less on the lines in vogue in the U.S.S.R.

In many advanced countries of the West, there are four or more technicians or foremen for every engineer with a degree. Before independence, the number of degree holders and diplomates was almost equal in India. At the end of the Second Plan period, we shall have attained a ratio of one degree holder for every two diplomates. There is thus clear need for more institutions at the diploma level and with the provision of part-time courses wherever feasible.

THIRTEENTH MEETING

When and where held : 30th April, 1960, at New Delhi.
Chairman : Prof. Humayun Kabir, Minister
for Scientific Research and
Cultural Affairs.

Extracts from the Chairman's Address :

This meeting today has a special importance, as we are already in the last year of the Second Five-Year Plan and are now engaged in formulating the Third Five-Year Plan. It provides, therefore, a suitable opportunity to review the progress made in the field of technical education in the last ten years. . . There has been during this period, as you are all aware, an almost phenomenal expansion in technical education in terms of quantity. The time has now come when we must place greater emphasis on qualitative improvement.

This expansion of facilities will not, however, be fully effective unless we provide an adequate number of scholarships to poor but meritorious students. In my view, the provision of scholarships and the improvement of status and salary scales of teachers are the two most important factors for improving the standard of education, whether it be in the technical or any other field.

We have therefore to plan for the expansion of technical education during the Third Plan period in order to meet the requirements of increased personnel of the Fourth Plan. The working group has suggested that during the Third Plan period, admissions to degree courses should be increased by 6,000 bringing the total to 20,000 admissions per year and the diploma level by 15,000 in order to bring the total admissions to 40,000 per year.

The Council must examine carefully whether the proposed three or four-fold expansion of the colleges would be desirable from the point of view of efficiency and economy. I am sure the Council will agree that it is better to produce one able and well qualified engineer than five inefficient ones.

With the increasing tempo of our industrial development, I am very doubtful if a provision of 6,000 additional places at the degree level and 15,000 at the diploma level would be adequate for our requirements during the Fourth Plan.

The number at the degree level might just suffice, especially if we provide for better utilisation of highly trained scientific personnel. At present we are sometimes using degree holders for services which are rendered by diploma holders in other countries. At the diploma level, I am almost certain that the proposed figure of 15,000 additional places will have to be considerably revised. When India became free the intake at the degree and diploma level was roughly equal. By the end of the First Plan, there were roughly three polytechnic students to two degree students. At the end of the Second Plan, this ratio is likely to be 2 : 1. In industrially developed countries, the ratio is hardly ever less than 4 : 1. In view of this, our aim should be to provide a ratio of at least 2.5 : 1 at the end of Third Plan. As elementary education becomes universal and secondary education more widespread, an increase in facilities at higher levels is inescapable. It is far better that this increase should be in the field of technical education, specially at the polytechnic level rather than in science or arts colleges.

Significant Resolutions/Recommendations :

1. The Council recommended that the number of reserved seats at the technical institutions for all classes or groups of students from backward sections should not ordinarily exceed 25% of the total number of seats available.

2. The Council was of the view that in future when there will be at least one engineering college in each of the States, there should be no need to reserve seats for individual States ; some provisions would however be necessary for the Centrally Administered Areas which do not have their own institutions.

3. In some of the State Institutions, the regulations do not permit any person from outside the State to seek admission. The Council was of the view that such restrictions should be done away with and the institutions should be open to students from all over the country and it should be the endeavour of the institutions to admit some students from outside the State.

FOURTEENTH MEETING

When and where held : July, 1961, at New Delhi.

Chairman : Prof. Humayun Kabir, Minister for Scientific Research and Cultural Affairs.

Extracts from the Chairman's Address :

The position as it stood at the end of the Second Plan period is that the number of institutions for first degree courses increased to 100 and that for diploma courses to 196. The admission capacity of the institutions also increased to over 13,850 students for degree courses and 25,750 students for diploma courses. . . By the end of the Plan period all the 10 engineering colleges and 44 polytechnics were established.

On the recommendations of the Central Working Group, the Planning Commission has suggested 5,000 additional seats for full-time degree courses and 10,000 seats for diploma courses by the end of the Third Plan period.

As regards new institutions, it has been agreed that there should be seven more Regional Colleges to be established in Gujarat, Kerala, Orissa, Rajasthan, Punjab, Assam and Madras. With the establishment of these new institutions, each State will have a Regional College.

As regards polytechnics, provision has been made in the States' sector for the establishment of 67 additional institutions.

These are impressive numbers specially for a country like ours that has had to build from scratch within a short time. But numbers are not everything. What of quality ? The crux of the problems of standards in technical education is three-fold—Teachers, Equipment and Buildings . . . In view of the complexity of the problem, the position is still not satisfactory. There is the difficulty of foreign exchange, due to which our institutions are unable to obtain all the equipment needed by them . . . Therefore, our institutions should make every effort to produce as many items as possible within their own workshops and reduce their dependence upon imports . . . The practice of constructing buildings

in the traditional style and on a grandiose scale replete with architectural embellishments will have to be given up and only functional and economically-designed buildings should be constructed.

In the order of priorities I have deliberately given the first place to Teachers. It is the quality of staff that ultimately makes for the success of our institutions... I am referring in particular to the improvement of salary scales of teachers. Although the scheme was sanctioned in 1959, only four States have accepted and implemented it... I feel that this is a very important question and must be settled immediately.

The Co-ordinating Committee has considered the problem of shortage of staff in detail, and suggested various measures... The Committee has suggested that if in a particular State the staff position at the existing institutions is unsatisfactory, no new institution should be established till the position has improved... Every State should, therefore, organise immediately teacher-training programmes not only to staff the existing institutions but to provide teachers to new ones to be established during the current plan period.

Another important aspect of standards of technical education is the calibre of students admitted to our technical institutions. While the position in respect of engineering colleges is generally satisfactory and students are being admitted on a competitive basis, the same cannot be said of our polytechnics... The minimum admission qualification for the five-year integrated degree course and for the polytechnic diploma course will be the same *viz.*, Higher Secondary Examination. At that stage, the polytechnics will find it difficult to attract good students. Admission of students of poor quality means a larger wastage in the institutions and also falling standards.

Some experts have pointed out that our diploma courses are not serving the real purpose of training supervisory personnel for industry; they are only a diluted version of our degree courses and lack the practical content and functional approach necessary for the training of technicians. I would therefore, request the Council to examine this matter and suggest how our polytechnic education should be reorganised.

The targets at the degree and diploma level that I have already indicated and the schemes formulated to reach them are only one aspect. The other aspects include the qualitative improvement

of technical education at all levels and the diversification of fields of study. For this purpose, schemes have been formulated for the establishment of several specialised institutions as for instance, Institutes of Management, a Central School of Printing, a National Institute for training in Industrial Engineering and a National Institute for Training in Industrial Engineering and a National Institute for Foundry and Forge Technology

There is the question of a common admission examination which has been discussed several times but still remains to be settled. The Council had recommended that in the interest of uniformity of standards as also in the interest of students' admission to technical institutions should be regulated on the basis of an admission test held specially for the purpose. As a first step towards rationalisation of admissions we decided to hold from this year a common admission examination for all four Higher Technological Institutes and I hope that this examination held on an all India basis will be gradually extended to the Regional Colleges.

Significant Resolutions/Recommendations:

1. The Council reiterated its earlier decision that no student should be allowed to continue to study in the first year class of his course beyond two years, nor, should he be allowed to appear at more than three examinations including supplementary examinations, if any.

2. The Council decided that a detailed investigation into the question of admissions to Polytechnics should be carried out.

3. The Council noted with serious concern that sufficient foreign exchange was not being allocated for technical institutions in order to equip their laboratories and workshops according to the prescribed standards. The Council, therefore, urged that the Central Government should make adequate foreign exchange available. If, due to any reasons the foreign exchange position continued to be as unsatisfactory as at present, no new institutions should be started till the existing ones had been properly equipped.

4. The Council reiterated its earlier recommendation that the State Governments should formulate and adopt a grant-in-aid Code that would assure the satisfactory functioning of non-government institutions after the Central Government assistance ceased.

SIXTEENTH MEETING

When and where held : 8th December, 1963 at New Delhi.

Chairman : Shri M.C. Chagla Minister of Education.

Extracts from the Chairman's Address :

One may take justifiable pride in this phenomenal expansion of technical education in the country... By the end of 1965-66, the admissions will reach 24,000 for degree and 50,000 for diploma courses. A six to eight-fold increase in facilities within a period of about 15 years is unprecedented in any developing country. Nevertheless, this very large and sudden expansion has posed the all-important problem of standards. Numbers are no doubt important but more important still is the quality and standard of engineers and technicians trained by our institutions.

The teacher is the core of the problem... The Central Government sanctioned some time back a scheme for improved pay scales to attract qualified men to the teaching profession but many States have yet to implement them. In those very States, shortage of teachers in the existing institutions has assumed serious proportions... I would, therefore, plead that in the best interests of the country, we should reiterate our earlier resolution not to start any new institution as long as the existing institutions are understaffed.

Experience shows that a large proportion, perhaps 50 per cent of adolescents are more interested in developing physical skills than intellectual pursuits. They would be happier and society would profit more if they were able to enter a career at the end of their adolescence. The Indian Constitution makes it essential for the State to provide free compulsory education for all children up to the age of 14. The question is how to provide diversified opportunities for education and training for a majority of students after 14 for gainful occupation in life. The issue partly arises from the fact that secondary education is a terminus for a majority of students and so has to be a self-sufficient and practical preparation for entry to life. It is

partly due also to the fact that the present menace of large number of students crowding aimlessly into universities and other higher institutions has to be eliminated. University education should be open only to those who can profit by it and have the necessary academic merit. For the rest, secondary education of diversified types that suits individual ability and aptitude should be provided. Therefore, technical education and training at secondary level is of vital importance.

The Junior Technical School, a special type of secondary technical school, is designed specifically for students who wish to enter industry and other technical occupations. It offers a three-year integrated course in general education, technical education and technical training in various engineering trades. It accepts fully the concept of Double Finality within its curriculum of educational development of students from 14-17 and of his effective preparation for a definite technical occupation in life.

I would suggest that in the Fourth and subsequent plan periods, Junior Technical Schools should be established on the widest scale possible and every polytechnic school have an attached Technical School to cater for students in the age group 14-17. A combined polytechnic and Junior Technical School will make for greater efficiency and economy in the structure of technical education and cater to two important cycles in the educational process of youth.

In India, the full impact of scientific and technological advances on technical education has now started but our institutions have yet to diversify their fields of training and adapt themselves to the fast changing situations in industry... We should survey immediately the whole scene of industrial development of the country and encourage and assist our institutions to reorganise and diversify their courses.

We have also established a convention that in the best interest of co-ordinated development of technical education in the country and maintenance of correct standards, no new technical institution should be established without the prior approval of the All India Council. In spite of this some private parties in the Southern Region have started three new engineering colleges without the prior approval of the All India Council and without ensuring adequate resources to maintain correct standards of instructional facilities. The institutions have started as commercial enterprises and depend in the main upon what they call 'donation fees', a

heavy sum charged from prospective entrants. I am not opposed to the principle of private enterprise and initiative in the field of technical education. In fact, I welcome it .. What I am totally opposed to is commercial enterprises in education that lead to chaos.

I feel that the time has come when we should set up a first rate Central Research Institute to continuously investigate into these problems on a national plane, focus the attention of the teacher, the administrator and the policy-maker on them and develop an organised body of knowledge on technical education.

We are dependent almost wholly on expensive and beyond the means of most of our students... From a long-range point of view, however, we should produce our own textbooks and develop gradually a first-rate publications industry for scientific and technical works. We should encourage Indian authors to write books for our students and also commission specialists to do so.

SEVENTEENTH MEETING

When and where held : 4th February, 1965, at New Delhi.
Chairman : Shri M. C. Chagla, Minister
of Education.

In his address, the Chairman welcomed the members of the meeting and referred to important matters concerning technical education in the country. He highlighted the importance of technical education for the industrialisation of the country which alone could lead to the raising of the standard of living of the people. It was high time to pay particular attention to the question of improvement of quality and standards. The strengthening of post-graduate education and research was an important step in this direction. It was necessary to train more and more technicians so that the highly qualified engineers were not employed for jobs which could be adequately looked after by technicians. The Chairman stressed the need of co-operation and collaboration between industry and technical institutions in the field of training and research. The industry could further co-operate with technical institutions by offering facilities for practical training, by providing sandwich courses and part-time courses. The importance of diversification at the secondary stage and the setting up of a large number of technical schools could not be denied. It would help to relieve pressure on universities and would lead to the improvement of the quality therein. It was emphasized that the technical institutions should themselves design and manufacture proto-types of equipment and instrument needed by them. India should create its own indigenous technology and at the same time should check advantage of the advances made in other countries. The Chairman felt that it was necessary to enlarge the scope of training, industrial training and management studies. He underlined the importance of Summer Schools in the field of science and technology.

EIGHTEENTH MEETING

When and where held : 22nd July, 1966, at New Delhi.
Chairman : Shri M. C. Chagla, Minister of Education.

In his address, the Chairman welcomed the members of the meeting and referred to important matters concerning technical education in the country. In view of the economic situation resulting from the devaluation, he highlighted the need of the country to become self-sufficient and self-reliant. Stressing the need of the National Book Development Council, the Chairman suggested that competent professors should be given adequate incentives to write text-books. He felt that the expansion of technical education should be strictly related to the definite assessment of the man-power demand by the Planning Commission. The aim of the Fourth Plan should be to improve the quality of technical education rather than to expand indiscriminately. It was urgent to make further efforts towards consolidation and achievements and the improvement of standards. He mentioned the steps that the Government was taking in order to tackle the problem of shortage of teachers, particularly in polytechnics. He hoped that industry should get more and more involved in the development of technical education. It was necessary to make technical education self-reliant by designing and fabricating equipments in India.

NINETEENTH MEETING

When and where held : 25th May, 1968, at New Delhi.
Chairman : Dr. Triguna Sen, Minister of Education.

Extracts from the Chairman's Address :

In all our previous meetings, we reviewed regularly the progress of technical education, congratulated ourselves and rightly so, on our achievements in this field, set for ourselves new targets and worked with confidence and hope of reaching them. Unfortunately, today we are meeting in an atmosphere of uncertainty about the economic development of our country, and certain critical problems that have arisen as a result of the postponement of the Fourth Plan. Unemployment among our engineering graduates and diploma-holders that was practically unknown till a few years back, has become serious and large number of them are in great distress. The financial resources for education in general, and for technical education in particular, that were never too big in the past years, have become still meagre, and we are finding it increasingly difficult to press on with various projects and programmes that are already on the ground.

The present position is that while the required manpower is available, employment potential has nearly dried up. No precise estimate of the total number of graduate engineers and diploma-holders who are unemployed is readily available, but the reports received from our institutions show that more than 50 per cent of the graduates and diploma-holders trained last year and this year have still to find gainful employment... My own impression is that we have today nearly 40,000 to 50,000 unemployed graduate engineers and diploma-technicians.

The Central Government, in consultation with the Planning Commission has examined the matter carefully, and formulated a plan to ease the unemployment situation. The measures suggested include :

- (a) Increasing practical training places for at least 5,000 graduates and diploma-holders ;

- (b) Undertaking adequate preparatory and investigatory work for various development projects, particularly for irrigation and power development;
- (c) Training technical personnel for the operation and maintenance of thermal power stations;
- (d) Filling up technical vacancies in various organisations, particularly in the Defence Services;
- (e) Development of India consultancy organisations;
- (f) Encouraging engineers to set up small-scale industry;
- (g) Encouraging engineers to form cooperatives for undertaking constructional work or for setting up repair and servicing facilities for agricultural machinery in rural areas;
- (h) Strict enforcement of contractual provisions requiring building contractors to employ qualified engineers;
- (i) Employment of engineers for marketing, sales and management in public sector undertakings;
- (j) Drawing up rural development plans for water supply, sanitation, drainage, etc., with the help of engineers.

We cannot look upon the present situation with a sense of helplessness. We must adapt and adjust ourselves to the changing conditions and minimise the effect of uncertainties on our training programmes. We do not know at this stage what precisely is the future demand for engineers and technicians. We have, therefore, decided to cut back on admissions to engineering institutions by nearly 35-40 per cent next year to give ourselves the much-needed opportunity to improve the quality and standard of technical education.

We may treat the next five years as an intensive period of consolidation for our technical institutions so that they may produce a better type of engineers and technicians. To that end, I would give the highest importance to faculty development since the teacher is the heart of the problem of good education and we have given so far meagre attention to it.

As you know, the Central Government, in cooperation with the Association of Principals of Technical Institutes and USAID, initiated in 1964 a scheme of summer schools for teachers of engineering colleges and polytechnics in different parts of the country. The results so far have demonstrated the usefulness of summer schools, and the need to conduct them on a continuing basis. We have, therefore, decided to make the programme a regular feature of technical education in our country.

The stage has come when we should carry out on a planned basis extensive curriculum development programmes for our technical courses and produce the much needed textbooks and instructional materials.

When I speak of consolidating technical institutions, I mean that we should continuously discover the ends and means of technical education to produce an engineer or technician both for today's needs and to meet the challenges of tomorrow. The products of our technical institutes must become better employable than they have been so far. More, we should make them self-reliant and capable of carving out a place for themselves in the sun through their own effort. I believe that the business of good technical education is accomplished only when the prospective employer seeks an engineer or technician from our institutions and offers him opportunities of first-rate professional work.

TWENTIETH MEETING

When and where held : 23rd September, 1969, at New Delhi.

Chairman : Prof. V. K. R. V. Rao, Minister of Education and Youth Services.

Extracts from the Chair man's Address :

We are meeting at a time when the problem of unemployment among our engineers looms large before the country.

We have today about 10,000 engineering graduates and 46,700 diploma-holders unemployed and, according to expert estimates, the surplus engineering graduates and diploma-holders is expected to reach nearly 100,000 by 1974 or end of the Fourth Plan period, if the rate of economic growth during this period is maintained at only 5.5 per cent as visualised by the planners.

The Fourth Five Year Plan that we have now formulated reflects adequately our deep concern about our current problems, and the efforts that we must make in new directions to improve our technical education system.

The Fourth Plan that has been formulated lays great emphasis on quality improvement.

The first essential requirement for quality improvement is the Teacher. In the last three Five-Year Plans, there has been a phenomenal expansion of technical education at all levels. But there has been no corresponding increase in either the number or the quality of the teachers who have to man these institutions... To meet this situation, the Central Government, on the recommendations of the All India Council for Technical Education, initiated a programme of teacher-training for engineering colleges in 1959-60. The programme consisted of recruiting brilliant graduates and training them over a three-year period at selected centres. The shortage of staff in engineering colleges has been brought down to 16.4 per cent in 1969 from 39 per cent in 1963.

We must address ourselves with a sense of urgency to the problem of curriculum development for degree and diploma

courses, to the preparation of instructional materials, including textbooks, and to the development of laboratory experience.

There has been a lot of criticism about our polytechnics as not being sufficiently practical in their training programmes.. The main deficiency, however, is that instruction given in the course is not backed up with the practical experience in industry that is vital for producing a finished technician fit to enter upon his professional responsibilities in an industrial organisation. This deficiency arises out of the fact that we have not yet organised a first-rate system of apprenticeship in industry in elaboration of polytechnic education.

The second criticism of our polytechnic courses is that they are still a poor imitation of our degree courses. In view of the constant reiteration of this criticism, I am prepared to have it examined by an expert committee.

The third criticism of our diploma courses is that they are in the broad fields of civil engineering, mechanical engineering and electrical engineering, and that there is no attempt at diversification or specialisation in any one particular branch of a major subject-field to train specialist-technicians. This is true, but the pattern of employment of technicians in the major sectors of our national economy is largely responsible for the continuing dominance of these courses in our diploma education. Unfortunately, the present position in polytechnics leaves much to be desired. In addition to large numbers of vacancies that persisted for long periods in many institutions, the quality and standard of the teachers available have not come up to the desired level.

Although we have long since recognised the importance of bringing science and technology together and making them interact in our technical institutions, not much progress has been made in that direction except perhaps at the Institutes of Technology and at a few other institutes.

We have in our country two developing complexes, one engineering education complex consisting of Institutes of Technology at the apex, Regional Engineering Colleges, State Engineering Colleges and University Departments of Engineering. The second is a scientific complex of National Research Laboratories Defence Research Laboratories and other research organisations. What precisely is the relationship between these two complexes, and how do they complement each other in the total process of industrial development of our country ? The other important issue

is: within the engineering education complex itself, how does each component interact with other through its faculty, teaching and research programmes and other activities? I am anxious that a coherent and integrated system of science and engineering should be developed in our country in which the complementary roles of engineering institutions and research laboratories are clearly identified. We must recognise that the role of our engineering institutions is not merely to train engineers for employment. They must also participate effectively in the whole process of industrial development and technological advance by interacting with scientific research institutes.

The next important issue for the progress of our technical education is design and fabrication of laboratory apparatus and equipment... Unless we are effectively independent of imported equipment, we will not make much headway in the development of our engineering education.

I have stressed more than once the need to correlate development in scientific research with technical education and have pressed for the involvement of industry in both scientific research and in technical education. The involvement of engineering and research institutions with industry is even more important at the research and postgraduate stages of education because it is at those stages that the problems of industry requiring research need to be undertaken by our engineering institutions.



Education Commission (1964-66).

INTRODUCTION

This is the sixth commission in the history of education commissions in India. The *Indian Education Commission* (1882-83), the first in the series, was set up under the chairmanship of William Hunter to enquire into the manner in which effect had been given to the principles of the Despatch of 1854 with particular emphasis on elementary education. The second and the third commissions, viz., the *Indian Universities Commission* (1902) under the chairmanship of Mr. Raleigh, a member of the Viceroy's Executive Council, and the *Calcutta University Commission* (1917) under the chairmanship of Sir M.E. Sadler, Vice-Chancellor of Leads University, dealt with the problems and prospects of university education. The next three commissions were appointed in the post-Independence era. The *University Education Commission* (1948-49) set up under the chairmanship of Dr. Sarvapalli Radhakrishnan and the *Secondary Education Commission* (1952-53) appointed under the chairmanship of Dr. Lakshmanaswami Mudaliar, were the fourth and the fifth respectively, in the series of commissions on education. Mention may also be made of the *Sanskrit Commission* (1956-57) appointed under the chairmanship of Dr. Suniti Kumar Chatterji to consider the present state of Sanskrit education in India.

All the five earlier commissions did not deal with education as a whole but focussed attention on different levels of education – the first dealt with some aspects of primary, secondary and college

education (excluding university education), the second, third and fourth with university education, and the fifth with secondary education. The unique feature of the *Education Commission* (1964-66) was not to limit its enquiry to specific sectors or aspects of education, but to have a comprehensive review of the entire educational system. The Government of India realised that : 'It is desirable to survey the entire field of educational development as the various parts of the educational system strongly interact with and influence one another. It is not possible to have progressive and strong universities without efficient secondary schools and the quality of these schools is determined by the functioning of elementary schools. What is needed, therefore, is a synoptic survey and an imaginative look at education considered as a whole and not fragmented into parts and stages.'

Another unique feature of the Commission was its conviction that education is the most powerful instrument of national development. Educational and national reconstruction are intimately inter-linked. The crucial role of education in national development appears in all its vividness on every page of the report, which has been appropriately subtitled *Educational and National Development*. Standing at the critical cross-roads of history, India has to make a choice. The choice lies between education and disaster. The report concludes 'We must either build a sound, balanced, effective and imaginative educational system to meet our developing needs and respond to challenging aspirations or be content to be swept aside by the strong currents of history.' Never before education was given such a niche of national honour, and never before was it conceived as a pivot of nation's progress and prosperity, as revealed in the pages of the Commission's report.

The international composition of the Commission is also significant. Education for India must necessarily emerge from Indian experience, thought, culture and local conditions. But as education remains the common quest of all mankind inhabiting a world closely knit together, it was found profitable to draw upon the experiences and thinking of educationists and scientists from other parts of the globe and also to take advantage of the latest developments in the educationally advanced countries. The Commission thus included eleven Indian members and five others one each from Japan, France, U.K., U.S.A. and U.S.S.R. Besides, 20 consultants from different countries of the world were available. It is of historical interest to note that the first commission, viz., the

Indian Education Commission (1882-83) had 7 Indians and 14 Englishmen, but in 1902 Curzon omitted to put any Indians on the second commission, the *Indian Universities Commission* (1902), though a Hindu and a Muslim were added later when the harm had already been done. The *Calcutta University Commission* (1917) had some Indian members including Sir Asutosh Mukherji. The *University Education Commission* (1948-49) and the *Secondary Education Commission* (1952-53) had educationists both from U.K. and U.S.A.

The task before the Commission was of a colossal magnitude and great complexity. A large-scale action was imperative. Mere tinkering with the existing situation would have made things worse than before. In the foreword to the report, the Commission wrote 'Indian education needs a drastic reconstruction, almost a revolution. We need to bring about major improvements in the effectiveness of primary education; to introduce work-experience as an integral element of general education; to vocationalize secondary education; to improve the quality of teachers at all levels and to provide teachers in sufficient strength; to liquidate illiteracy, to strengthen centres of advanced study and strive to attain, in some of our universities at least, higher international standards; to lay special emphasis on the combination of teaching and research; and to pay particular attention to education and research in agriculture and allied sciences.'

The Commission identified the three important facets of the big programme that would bring about the desired 'educational revolution':

- internal transformation so as to relate it to the life, needs and aspirations of the nation;
- qualitative improvement so that the standards achieved are adequate, keep continually rising and, at least in a few sectors, become internationally comparable; and
- expansion of educational facilities broadly on the basis of manpower needs and with an accent on equalization of educational opportunities.

For the internal transformation of the system of education the following programmes urged high priority:

- (1) Work experience as an integral part of general education; vocationalization of education at the secondary level;

- improvement of professional education and research, promoting national consciousness ;
- (2) Introducing a common school system, making social and national service compulsory; developing all modern Indian languages ;
 - (3) Making science education an integral part of all school education and developing scientific research ; and
 - (4) Inculcation of high values—social, moral and spiritual—at all stages of education.

The transformation was considered necessary for achieving the four national objectives—increasing productivity, achieving national integration, accelerating the process of modernization, and cultivating social, moral and spiritual values.

The quality in education is crucial for national development and the nation must be prepared to pay for the quality. According to the Commission's recommendations the major programmes for qualitative improvement include raising the economic, social and professional status of teachers and improving the quality and scope of teacher education and in-service programmes; radical reform especially in science and mathematics; vigorous improvement in the methods of teaching and evaluation, and providing quality textbooks and other teaching material; search for and introduction of a nation-wide programme of school and college improvement where each institute finds congenial conditions to strive continually to achieve the best results of which it is capable; the establishment of 'quality' schools to act as pace-setters in their districts and the creation of 5 or 6 'major' universities; revitalizing the system of supervision and reorganizing the State departments; and the reorganization of the educational structure on the 10+2+3 pattern.

The Commission hopes that 5 per cent of the 3-5 and 50 per cent of the 5-6 age-groups will find place in nursery schools or classes by 1986. It recommends five years of good education for all children by 1975-76 and seven years of such education by 1985-86, and places the highest priority for free and compulsory education upto the age of 14. The problems and policies of expansion at the secondary stage would differ from those in primary education, because on the one hand it would not be financially possible for several years to come to have universal

secondary education and on the other hand it would be essential to enlist half the enrolment at the higher secondary stage in vocational education. It is an important recommendation that the expansion of higher secondary and collegiate education should be related to manpower needs and must be selective. The programme of equalization of educational opportunities visualized by the Commission includes the reduction of the regional imbalances to the minimum, increased provision of free education and scholarships, paying special attention to the education of girls, placing adequate emphasis on the spread of education among backward classes including the Scheduled Castes and the Scheduled Tribes. It is also recommended that a nation-wide campaign should be launched for complete liquidation of illiteracy within 20 years.

The Commission has tried to cover every square inch of the educational field and, therefore, it is no surprise that such a thorough study by a consortium of wise men has resulted in an impressive volume nearing 700 pages. It cost the Government a little less than Rs. 15 lakhs. A science-oriented education based on Indian culture and values has been the central frame of the national development programme envisaged by the Commission. In the blending of science and spirituality is the way to salvation. But salvation lies not in thinking but in action. Action is the real need, and time is the essence of the problem. The report has already received wide attention and aroused great hopes. The Government and the people are already involved in the implementation of the report. The recommendations have been the major base for the declaration of the National Policy on Education (1968), and the Fourth Five Year Plan, as it is visualized, would make the much needed break through. Much yet awaits to be squarely faced and resolutely tackled. Let us conclude with the last words of the report: 'The stakes are too big to be taken lightly. We trust that to this tremendous challenge, there will be an adequate response.'

REPORT OF THE EDUCATION COMMISSION (1964-66) : EDUCATION AND NATIONAL DEVELOPMENT*

Genesis : A resolution of the Government of India⁺ has outlined the purposes for setting up the Education Commission.

Extracts from the Resolution :

'The Government of India, ever since the attainment of independence, have given considerable attention to the development of a national system of education rooted in the basic values and suited to the needs and aspirations of a modern society. While some advances have been made in these directions, the educational system has not generally evolved in accordance with the needs of the times, and a wide and distressing gulf continues to persist between thought and action in several sectors of the crucial field of national activity . . . It is now considered imperative to survey and examine the entire field of education in order to realize within the shortest possible period a well-balanced, integrated and adequate system of national education capable of making a powerful contribution to all spheres of national life.'

'Quantitatively, education at all levels has shown a phenomenal development in the post-independence period. In spite of this expansion, however, there is widespread dissatisfaction about several aspects of educational development. For instance, it has yet been possible to provide free and universal education for all children up to 14 years of age. The problem of mass illiteracy continues to be immense. It has not been possible to raise standards adequately at the secondary and university stages. The diversification of curricula in secondary and higher education has not kept pace with the times so that the problem of educated unemployment has been intensified on the one hand while on the other, there is an equally acute shortage of trained manpower in several sectors. The remuneration and service conditions of teachers

*Published by Ministry of Education, Government of India, 1966.

⁺No. F. 41 3 (3-64-E I). Ministry of Education, Government of India, New Delhi, the 14th of July, 1964, as finally modified.

leave a great deal to be desired ; and several important academic problems are still matters of intense controversies. In short, qualitative improvement in education have not kept pace with quantitative expansion and national policies and programmes concerning the quality of education, even when these were well-conceived and generally agreed to, could not be implemented satisfactorily.'

'The Government of India are convinced that education is the key to national prosperity and welfare and that no investment is likely to yield greater returns than investment in human resources of which the most important component is education.'

'It is desirable to survey the entire field of educational development as the various parts of the educational system strongly interact with and influence one another. . . In the past, several commissions and committees have examined limited sectors and specific aspects of education. It is now proposed to have a comprehensive review of the entire educational system.'

Thus, the Education Commission appointed by the Government of India by Resolution dated 14 July 1964, began their work on 2 October 1964, Mahatma Gandhi's birthday. The Report was submitted on 29 June 1966.

Chairman

1. **Professor D. S. Kothari**, Chairman, University Grants Commission, New Delhi.

Members

2. **Shri A. R. Dawood**, formerly Officiating Director, Directorate of Extension Programmes for Secondary Education, New Delhi.
3. **Mr. H. L. Elvin**, Director, Institute of Education, University of London, London.
4. **Shri R. A. Gopalaswami**, Director, Institute of Applied Manpower Research, New Delhi (since retired).
5. **Professor Sadatoshi Ihara**, School of Science and Engineering, Waseda University, Tokyo.
6. **Dr. V. S. Jha**, formerly Director of the Commonwealth Education Liaison Unit, London.
7. **Shri P. N. Kirpal**, Educational Adviser and Secretary to the Government of India, Ministry of Education, New Delhi.

8. **Professor M. V. Mathur**, Professor of Economics and Public Administration, University of Rajasthan, Jaipur (later Vice-Chancellor, Rajasthan University).
9. **Dr. B. P. Pal**, Director, Indian Agricultural Research Institute, New Delhi (now Director-General, and Vice-President, Indian Council of Agricultural Research and Additional Secretary to the Government of India, Ministry of Food and Agriculture).
10. **Kumari S. Panandikar**, Head of the Department of Education, Karnatak University, Dharwar (since retired).
11. **Professor Roger Revelle**, Director, Centre for Population Studies, Harvard School of Public Health, Harvard University, Cambridge, USA.
12. **Dr. K.G. Saiyidain**, former Educational Adviser to the Government of India (now Director, Asian Institute of Educational Planning and Administration, New Delhi).
13. **Dr. T. Sen**, Vice-Chancellor, Jadavpur University, Calcutta.
14. **Professor S. A. Shumovsky**, Director, Methodological Division, Ministry of Higher and Special Secondary Education, RSFSR, and Professor of Physics, Moscow University, Moscow.
15. **M. Jean Thomas**, Inspector-General of Education, France, and formerly Assistant Director-General of UNESCO, Paris.
16. **Shri J. P. Naik**, Head of the Department of Educational Planning, Administration and Finance, Gokhale Institute of Politics and Economics, Poona. (*Member-Secretary*)
17. **Mr. J. F. McDougall**, Assistant Director, Department of School and Higher Education, UNESCO, Paris. (*Associate-Secretary*)

Terms of Reference: 'The Commission will advise Government on the national pattern of education and on the general principles and policies for the development of education at all stages and in all its aspects. It need not, however, examine the problems of medical or legal education, but such aspects of these problems as are necessary for its comprehensive enquiry may be looked into.'

From Chapter I

Education and National Objectives :

The destiny of India is now being shaped in her classrooms. This, we believe, is no more rhetoric. In a world based on science and technology, it is education that determines the level of prosperity, welfare and security of the people. On the quality and number of persons coming out of our schools and colleges will depend our success in the great enterprise of national reconstruction whose principal objective is to raise the standard of living of our people.

This Report is concerned with a synoptic appraisal of the existing educational situation in the country and presentation of an overall programme of educational development. But education cannot be considered in isolation or planned in a vacuum. It has to be used as a powerful instrument of social, economic and political change and will, therefore, have to be related to the long-term national aspirations, the programmes of national development in which the country is engaged and the difficult short-term problems it is called upon to face.

The Educational Revolution

The present system of education, designed to meet the needs of an imperial administration within the limitations set by a feudal and traditional society, will need radical changes if it is to meet the purposes of a modernizing democratic and socialistic society—changes in objectives, in content, in teaching methods, in programmes in the size and composition of the student body, in the selection and professional preparation of teachers, and in organization. In fact, what is needed is a revolution in education which in turn will set in motion the much desired social, economic and cultural revolution. The main concern of our Report is to identify the major programmes that can bring about this educational revolution which has three main aspects :

- internal transformation so as to relate it to the life, needs and aspirations of the nation ;

- qualitative improvement so that the standards achieved are adequate, keep continually rising and, at least in a few sectors, become internationally comparable ; and
- expansion of educational facilities broadly on the basis of manpower needs and with an accent on equalization of educational opportunities.

Relating to Education the Life, Needs and Aspirations of the People

In our opinion, therefore, no reform is more important or more urgent than to transform education, to endeavour to relate it to the life, needs and aspirations of the people and thereby make it a powerful instrument of social, economic and cultural transformation necessary for the realization of our national goals. This can be done if education :

- is related to productivity ;
- strengthens social and national integration ; consolidates democracy as a form of government and helps the country to adopt it as a way of life ;
- hastens the process of modernization ; and
- strives to build character by cultivating social, moral and spiritual values.

All these aspects are inter-related and in the complex process of social change, we cannot achieve even one without striving for all.

Education and Productivity

The link between education and productivity can be forged through the development of the following programmes which should receive high priority in the plans of educational reconstruction.

Science as a Basic Component of Education & Culture :
 Science education must become an integral part of school education ; and ultimately some study of science should become a part of all courses in the humanities and social sciences at the

university stage, even as the teaching of sciences can be enriched by the inclusion of some elements of humanities and social sciences.

Work-experience : As another programme to relate education to life and productivity, we recommend that work-experience should be introduced as an integral part of all education—general or vocational. We define work-experience as participation in productive work in school, in the home, in a workshop, on a farm, in a factory or in any other productive situation.

The need to provide some such corrective to the over-academic nature of formal education has been widely recognized. In the curricula of most contemporary school systems, particularly in the socialist countries of Europe, a place is found for what is variously called 'manual work' or 'work-experience'. In our country a revolutionary experiment was launched by Mahatma Gandhi in the form of basic education. The concept of work-experience is essentially similar. It may be described as a redefinition of his educational thinking in terms of society launched on the road to industrialization.

Vocationalization : Another programme which can bring education into closer relationship with productivity is to give a strong vocational bias to secondary education, and to increase the emphasis on agricultural and technological education at the university stage... We visualize the future trend of school education to be towards a fruitful mingling of general and vocational education—general education containing some elements of pre-vocational and technical education, and vocational education, in its turn, having an element of general education.

Education and Social and National Integration

Social and national integration is a major problem which will have to be tackled on several fronts including education. In our view, education can and should play a very significant role in it by :

- introducing a common school system of public education ;
- making social and national service an integral part of education at all stages ;

- developing all modern Indian languages, and taking necessary steps to enrich Hindi as quickly as possible so that it is able to function effectively as the official language of the Union ; and
- promoting national consciousness.

The Common School : In a situation of the type we have in India, it is the responsibility of the educational system to bring the different social classes and groups together and thus promote the emergence of an egalitarian and integrated society. But at present instead of doing so, education itself is tending to increase social segregation and to perpetuate and widen class distinctions... There is thus segregation in education itself—the minority of private, fee-charging, better schools meeting the needs of the upper classes and the vast bulk of free, publicly maintained, but poor schools being utilized by the rest.

If these evils are to be eliminated and the educational system is to become a powerful instrument of national development in general and social and national integration in particular, we must move towards the goal of a common school system of public education:

- which will be open to all children irrespective of caste, creed, community, religion, economic conditions or social status ;
- where access to good education will depend, not on wealth or class, but on talent ;
- which will maintain adequate standards in all schools and provide at least a reasonable proportion of quality institutions ;
- in which no tuition fee will be charged ; and
- which would meet the needs of the average parent so that we would not ordinarily feel the need to send his children to expensive school outside the system.

Education and Modernization

We have already stated that the most distinctive feature of a modern society, in contrast with a traditional one, is in its adoption of a science-based technology. It is this which has helped

such societies to increase their production so spectacularly. It may be pointed out, however, that science-based technology has other important implications for social and cultural life and it involves fundamental, social and cultural changes which are broadly described as 'modernization'.

Rapid Social Change : Another feature of a modern society is the quick, almost breath-taking rate at which social change takes place. . . There is, therefore, an imperative need for adopting a dynamic policy in such a situation. An educational system which does not continually renovate itself, becomes out of date and hampers progress because it tends to create a lag between its operative purposes and standards and the new imperatives of development, both in quality and quantity.

Social, Moral and Spiritual Values

Modernization does not mean—least of all in our national situation—a refusal to recognize the importance of or to inculcate necessary moral and spiritual values and self-discipline. Modernization, if it is to be a living force, must derive its strength from the strength of the spirit. Modernization aims, amongst other things, at creating an economy of plenty which will offer to every individual a larger way of life and wider variety of choices. While this freedom to choose has its own advantages, it also means that the future of the society will depend increasingly upon the type of choice each individual makes. This would naturally depend upon his motivation and sense of values, for he might make the choice either with reference entirely to his own personal satisfaction or in a spirit of service to the community to further the common good. The expanding knowledge and the growing power which it places at the disposal of modern society must, therefore, be combined with the strengthening and deepening of the sense of social responsibility and a keener appreciation of moral and spiritual values.

Secularism and Religion : In a multi-religious society like ours, it is necessary to define the attitude of the State to religion, religious education and the concept of secularism. The adoption of a secularist policy means that in political, economic and social matters, all citizens, irrespective of their religious faith, will enjoy equality of rights, that no religious community will be favoured or discriminated against, and the instruction in religious dogmas will

not be provided in State schools. But it is not an irreligious or anti-religious policy ; it does not belittle the importance of religion as such. It gives to every citizen the fullest freedom of religious belief and worship. It is anxious to ensure good relations amongst different religious groups and to promote not only religious tolerance but also an active reverence for all religions.

In such a society, however, one has to make a distinction between 'religious education' and 'education about religions'. The former is largely concerned with the teaching of the tenets and practices of a particular religion, generally in the form in which the religious group envisages them, whereas the latter is a study of religions and religious thought from a broad point of view—the eternal quest of the spirit. It would not be practicable for a secular State with many religions to provide education in any one religion. It is, however, necessary for a multi-religious democratic State to promote a tolerant study of all religions so that its citizens can understand each other better and live amicably together. It must be remembered that, owing to the ban placed on religious instruction in schools and the weakening of the home influences which, in the past, often provided such instruction, children are now growing up without any clear ideas of their own religion and no chance of learning about others. In fact, the general ignorance and misunderstanding in these matters are so widespread in the younger generation as to be fraught with great danger for the development of a democracy in which tolerance is rated at a high value. We suggest that a syllabus giving well-chosen information about each of the major religions should be included as a part of the course in citizenship or as part of general education to be introduced in schools and colleges up to the first degree. It should highlight the fundamental similarities in the great religions of the world and the emphasis they place on the cultivation of certain broadly comparable moral and spiritual values.

A Challenge and a Faith

The one great lesson of the present age of science is that, with determination and willingness to put in hard work, prosperity is within the reach of any nation which has a stable and progressive government. There is no doubt that in the years to come India's trade and commerce will grow : there will be more food for all ; more education, better health and a reasonable standard of living will be available. But, India's contribution can, and should

be far more than these material gains. She should learn to harness science but she must also learn not to be dominated by science. . . . A new pride and a deeper faith expressed in living for the noble ideals of peace and freedom, truth and compassion are now needed.

Atom and *Ahimsa*, or, to put it differently, man's knowledge and mastery of outer space and the space within his skull, are out of balance. It is this imbalance which mankind must seek to redress. Man now faces himself. He faces the choice of rolling down a nuclear abyss to ruin and annihilation or of raising himself to new heights of glory and fulfilment yet unimagined. India has made many glorious contributions to world culture, and perhaps the most valuable of them all is the concept and ideal of non-violence and compassion sought, expounded and lived by Buddha and Mahavira, Nanak and Kabir, Vivekananda, Ramana Maharisi and Gandhi in our own times, and which millions have striven to follow after them.

The greatest contribution of Europe doubtlessly is the scientific revolution. If science and *ahimsa* join together in creative synthesis of belief and action, mankind will attain a new level of purposefulness, prosperity and spiritual insight. Can India do something in adding a new dimension to the scientific achievement of the West? This poses a great challenge and also offers a unique opportunity to the men and women of India, and especially to the young people who are the makers of the future. In this context we cannot do better than to quote Pandit Jawaharlal Nehru :

'Can we combine the progress of science and technology with this progress of the mind and spirit also? We cannot be untrue to science because that represents the basic fact of life today. Still less can we be untrue to those essential principles for which India has stood in the past throughout the ages. Let us then pursue our path to industrial progress with all our strength and vigour and, at the same time, remember that material riches without toleration and compassion and wisdom may well turn to dust and ashes.'

Major Recommendations

CHAPTER I

Education and National Objectives

The most important and urgent reform needed in education is to transform it, to endeavour to relate it to the life, needs and aspirations of the people and thereby make it a powerful instrument of social, economic and cultural transformation necessary for the realization of the national goals. For this purpose, education should be developed so as to increase productivity, achieve social and national integration, accelerate the process of modernization and cultivate social, moral and spiritual values. (1.20)*

CHAPTER II

The Educational System : Structure and Standards

Structure and Duration : (1) The immediate efforts on which attention should be concentrated at the school stage are two : increasing the intensity of utilization and improving the quality of inputs. With these, it is possible to add about a year of content to the school course. In addition, it is also necessary to increase the duration of the higher secondary stage to two years under a phased programme which will begin in the fifth plan and be completed by 1985.

(2) The new educational structure should consist of (a) one to three years of pre-school education; (b) a ten-year period of general education which may be sub-divided into primary stage of 7 to 8 years (a lower primary stage of 4 or 5 years and a higher primary stage of 3 or 2 years) and lower secondary stage of 3 or 2 years of general education or one to three years of vocational education (the enrolment in vocational courses being raised to 20 per cent of the total); (c) a higher secondary stage of two years

*The figures within brackets at the end of each recommendation indicate, respectively the number of the chapter in the Report, and the number of the paragraph.

of general education or one to three years of vocational education (the enrolments in vocational education being raised to 50 per cent of the total) ; (d) a higher education stage having a course of three years or more for the first degree and followed by courses of varying durations for the second or research degrees.

(3) The age of admission to Class I should ordinarily be not less than 6+.

(4) The first public external examination should come at the end of the first ten years of schooling.

(5) The system of streaming in schools of general education from Class IX should be abandoned and no attempt at specialisation made until beyond Class X.

(6) Secondary schools should be of two types—high schools providing a ten-year course and higher secondary schools providing a course of 11 or 12 years. (2.01-21)

2. *Reorganisation of the University Stage* : (1) The first duration of the first degree should not be less than three years. The duration of the second degree may be 2 to 3 years.

(2) Some universities should start graduate schools with three-year Master's degree course in certain subjects. (2.30-32)

3. *Utilization of Facilities* : (1) The number of instructional days (*i.e.*, days which are fully utilized for instructional purposes) in the year should be increased to about 234 (or 39 weeks) for schools and 216 (or 36 weeks) for colleges (and pre-primary schools).

(2) Loss of working days to instruction due to examinations and other reasons should not exceed 21 days in the case of schools and 27 days in the case of colleges.

(3) Vacations should be utilised fully through participation in studies, social service camps, production experience, literacy drives, etc.

(4) The duration of the working day should be increased. At the school stage the working hours per day should vary from four hours at the pre-primary stage to about six hours at the higher secondary stage. In an academic year, the hours of instruction at the lower primary stage should be about 900 and at the higher primary and the secondary stages they should be not less than 1,000, and preferably raised to 1,100 or even 1,200 if conditions are favourable. At the university stage, adequate facilities for self-study should be provided.

(5) Steps should be taken to ensure full utilisation of institutional facilities such as libraries, laboratories, workshops, craft-sheds, etc., all the year round. (2.33-42)

4. *Dynamic and Evolving Standards*: (1) An intensive effort should be made to raise standards continually for all stages of education. Within a period of ten years, the standard reached at the end of Class X should be that now attained at the end of the higher secondary course.

(2) In order to raise standards, it is necessary to secure better coordination between different stages of education and to break the isolation in which educational institutions generally function. From this point of view —

- (a) universities and colleges should assist secondary schools in improving their efficiency; and
- (b) school complexes should be formed, each complex consisting of a secondary school and all the lower and higher primary schools within its neighbourhood. (2.43-52)

5. *Part-time Education*: Part-time and own-time education should be developed on a larger scale at every stage and in every sector of education and should be given the same status as full-time education. (2.53-54)

CHAPTER III

Teacher Status

1. *Remuneration*: The most urgent need is to upgrade the remuneration of teachers substantially, particularly at the school stage. (3.05)

(1) The Government of India should lay down, for the school stage, minimum scales of pay for teachers and assist the States and Union Territories to adopt equivalent or higher scales to suit their conditions. (3.08)

(2) Scales of pay of school teachers belonging to the same category but working under different managements such as government, local bodies or private managements should be the same. (3.09)

- (3) The Commission proposes the following scales of pay :

*Teachers**Remuneration*

		Rs.
(1) Teachers who have completed the secondary course and have received two years of professional training.	Minimum for trained teachers	150
	Maximum salary (to be reached in a period of about 20 years)	250

Selection grade (for about 15 p.c. of the cadre) 250-300

N.B. The minimum salary of a primary teacher who has completed the secondary course should be immediately raised to Rs. 100; and in a period of five years, it should be raised to Rs. 125. Similarly, the minimum pay of a teacher, who has received two years of training, should be raised immediately to Rs. 125; and it should be raised to Rs. 150 in a period of five years. Untrained persons with the requisite academic qualifications should work on the starting salary until they are trained and become eligible for the scale.

(2) Graduates who have received one year's professional training.	Minimum for trained graduates	220
	Maximum salary (to be reached in a period of 20 years)	400

Selection grade (for about 15 p. c. of the cadre) 300-500

N.B. Untrained graduates should remain on their starting salary of Rs. 220 p.m. until they are trained and become eligible for the scale.

*Teachers**Remuneration*

Rs.

- (3) Teachers working in secondary schools and having post-graduate qualifications 300 600

N.B. On being trained, they should get one additional increment.

- (4) Heads of secondary schools Depending upon the size and quality of the school and also on their qualifications, the head-masters should have one or other of the scales of pay for affiliated colleges recommended below.

- (5) Teachers in affiliated colleges Lecturer Rs.
Junior scale 300 - 25 - 600

Junior scale 400 - 30 - 640
- 40 - 800

Senior Lecturer/ 700 - 40 - 1100
Reader

Principal I 700 - 40 - 1100

II 800 - 50 - 1500

III 1000 - 50 - 1500

N.B. The proportion of lecturers in the senior scale to those in the junior scale should be progressively improved. By the end of the fifth plan, this proportion should be raised to about 75 per cent on an average.

Rs.

- (6) Teachers in university departments Lecturer 500 - 40 - 800
- 50 - 950

Reader 700 - 50 - 1250

Professor 1000 - 50 - 1300
- 60 - 1600

- N.B.* (1) One-third of the professors to be in the senior scale of Rs. 1500—1800. Scales comparable to the supertime scales in IAS to be introduced for exceptionally meritorious persons and in selected Centres of Advanced Studies.
- (2) The proportion of junior (lecturers) staff to senior (readers/professors) staff in the universities which is now about 3:1 should be gradually changed to 2:1.

Notes — (a) The above scales of pay for school teachers are at the current price level and include the existing dearness allowances. Suitable increases will, however, have to be made for rises in prices from time to time.

(b) Compensatory cost of living allowance given in cities, house-rent allowance or other allowances are *not* included. These will be in addition to the salary recommended above and should be given on a basis of parity.

(c) The scales of pay are to be integrally related to the programmes of qualitative improvement of teachers through improved methods of selection, and improvement in general and professional education.

(d) The scales are to be given to all teachers—government, local authority or private—on the basis of parity.

2. *Relating Salaries to Costs of Living* : All teachers' salaries should be reviewed every five years and the dearness allowance paid to teachers should be the same as that paid to government servants with the same salary. (3.21)

3. *Retirement Benefits*: (1) The system of retirement benefits to teachers should also be reorganised on the principles of uniformity and parity.

(2) As an interim measure, the triple-benefit scheme should be more widely adopted.

(3) The normal retirement age for teachers in schools, colleges and universities should be made 60 years with provision for extension upto 65 years. (3.29-32)

4. *Conditions of Work and Service* : (1) The conditions of work in educational institutions should be such as to enable teachers to function at their highest level of efficiency. (2) The

minimum facilities required for efficient work should be provided in all educational institutions. (3) Adequate facilities for professional advancement should be provided to all teachers. (4) In fixing the hours of work, not only actual class-room teaching, but all other work a teacher has to do should be taken into consideration. (5) The terms and conditions of service of the teachers in private schools should be the same as for government schools. (6) The provision of residential accommodation for teachers is extremely important. (7) Private tuitions should be discouraged and controlled. Special coaching for children who need it should be provided on institutional basis. (8) Teachers should be free to exercise all civic rights and should be eligible for public office at the local, district, State or national levels. No legal restriction should be placed on their participation in elections, but when they do so they should be expected to proceed on leave. (3.33-39)

5. *Women Teachers* : (1) The employment of women teachers should be encouraged at all stages and in all sectors of education. (2) Adequate provision should be made for residential accommodation particularly in rural areas. (3) The condensed courses for adult women operated by the Central Social Welfare Board should be expanded. (4) Increasing facilities should be provided for education through correspondence courses. (5) Wherever necessary, special allowances should be given to women teachers working in rural areas. (3.40)

6. *Teachers' Organizations* : Professional organizations of teachers which carry out work for the improvement of the profession and of education should be recognized by the Central and State Governments and consulted on matters relating to school education, general and professional education of teachers and their salaries and conditions of work. Joint Teachers' Councils should be constituted in each State and Union Territory. (3.44)

CHAPTER IV

Teacher Education

1. *Removing the Isolation of Teacher Training* : In order to make the professional preparation of teachers effective, teacher education must be brought into the mainstream of the academic life of the universities on the one hand and of school life and educational developments on the other. (4.03)

2. *Improving Professional Education* : The essence of a programme of teacher education is 'quality'. This can be done

through—(1) organisation of well-planned subject-orientation or content courses, in collaboration with university departments ; (2) introducing integrated courses of general and professional education in universities; (3) vitalising professional studies and basing them on Indian conditions ; and (4) using improved methods of teaching. (4.14-24)

3. *Duration of Training Course* : The duration of the professional courses should be two years for primary teachers who have completed the secondary school course. It should be one year for the graduate students. (4.15)

4. *Improving the Quality of Training Institutions* : Early steps should be taken to improve training institutions for teachers.

(1) The staff of secondary training colleges should have a double Master's degree in an academic subject and in education. A fair proportion of them should hold Doctorate degrees.

(2) The staff in institutions for training primary teachers should hold a Master's degree either in Education or in an academic subject as well as B.Ed. and should have undergone special induction courses in teacher education at primary level.

(3) All tuition fees in training institutions should be abolished and liberal provision made for stipends and loans.

(4) Every training institution should have an experimental or a demonstrating school attached to it. (4.41-53)

5. *In-Service Education of School Teachers* : A large scale and coordinated programme of in-service education for teachers should be organised by universities, training institutions and teachers' organisations for teachers at all levels. The target should be that every teacher will receive at least two or three months' in-service education in every five years of his service. (4.55-57)

CHAPTER V

Enrolments & Manpower

1. *A National Enrolment Policy* : During the next twenty years, the national enrolment policy should have the following broad objectives :

- to provide effective general education of not less than seven years' duration to every child, on a free and

- compulsory basis; and to expand lower secondary education on as large a scale as possible;
- to provide higher secondary and university education to those who are willing and qualified to receive such education, consistent with the demands for trained manpower and the need to maintain essential standards;
- to emphasize the development of professional, technical and vocational education;
- to identify talent and to help it grow to its full potential;
- to liquidate mass illiteracy; and
- to strive continuously to equalize educational opportunities. (5.02)

2. *Enrolment Policies in Secondary and Higher Education*: (1) The enrolment policies in post-primary education should be based on a combination of four criteria: public demand for secondary and higher education; for development of the pool of natural ability; capacity of society to provide educational facilities at required levels of quality; and manpower requirements.

(2) It is necessary to adopt a policy of selective admissions to higher secondary and university education in order to bridge the gap between the public demand and available facilities.

(3) The immediate objective of the national enrolment policy should be to ensure that at least all the gifted students (5 to 15 per cent of all the students) who complete primary or secondary education are enabled to study further and that their financial handicaps are overcome through the institution of a liberal programme of scholarships. (5.04-12)

3. *Machinery for Manpower Planning*: At the national level, the Planning Commission, which is responsible for preparing estimates of manpower requirements in all sectors of national development, should set up a Standing Committee for Manpower. Its main responsibility should be to prepare and revise, from time to time, manpower forecasts for the overall output of the educational system as well as for different categories of specialists. At the State level, it may be desirable to set up State Committees on Manpower on the broad lines of the Standing Committee for Manpower at the Centre. (5.47)

CHAPTER VI

Towards Equalization of Educational Opportunities

1. *Fees in Education*: The country should work towards a stage when all education would be tuition free. Tuition fees at the primary stage should be abolished preferably before the end of the fourth plan, and at the lower secondary stage before the end of the fifth plan. For the next ten years, the main effort with regard to fees in higher secondary and university education should be to extend provision of tuition free education to all needy and deserving students. (6.08-15)

2. *Other Private Costs*: Free textbooks and writing materials should be provided at the primary stage. A programme of book-banks should be developed in secondary schools and institutions of higher education. Grants for the purchase of books, which need not necessarily be textbooks, should be made to talented students—the top 10 per cent—in educational institutions. (6.16)

3. *Scholarships*: (1) *Primary Stage*: Steps should be taken to ensure that, at the end of the lower primary stage no promising child is prevented from continuing his studies further and to this end, a scholarship of an adequate amount will have to be provided to every child that may need it.

(2) *Secondary Stage*: Steps should be taken to ensure that the top 15 per cent of the children in the age-group do get scholarships from higher primary to the secondary stage.

(3) *University Stage*: By 1976, scholarships should be available to at least 15 per cent of the enrolment at the undergraduate stage and 25 per cent of the enrolment at the postgraduate stage. (6.19-25)

4. *National Scholarships*: The target to be reached should be to cover the top 5 per cent of the students who pass out of the examinations by 1975-76 and 10 per cent of such students by 1985-86. (6.27)

5. *Loan Scholarships*: It is necessary to institute a programme of loan scholarships to supplement the outright grant scholarships. (6.35)

6. *Handicapped Children*: A reasonable target will be to provide, by 1986, education for about 15 per cent of the blind, deaf and orthopaedically handicapped children and to about 5 per cent of the mentally retarded ones. (6.42-46)

7. *Regional Imbalances*: There are wide differences in the educational development in the different States. What is needed

is a balancing factor, a deliberate and sustained effort to assist the less advanced areas to come up to at least certain minimum levels so that the gap between them and the advanced areas will be reduced. (6.50-52)

8. *Education of Women*: The education of women should be regarded as a major programme in education for some years to come. Special schemes should be prepared and funds should be provided on a priority basis. Both at the Centre and in the States, there should be a special machinery to look after the education of girls and women. (6.53-58)

CHAPTER VII

School Education: Problems of Expansion

1. *Pre-primary Education*: There should be a State-level centre for the development of pre-primary education. The establishment and conduct of pre-primary schools may be left mainly to private enterprise. (7.03-07) [*also see Section F*]

2. *Expansion of Primary Education*: The constitutional directive of providing free and compulsory education for every child up to the age of 14 years is an educational objective of the highest priority and should be fulfilled in all parts of the country through the development of the following programmes:

- (1) Five years of good and effective education should be provided to all children by 1975-76.
- (2) Seven years of such education should be provided by 1985-86.
- (3) Emphasis should be laid on the reduction of wastage and stagnation. The objective should be to ensure that not less than 80 per cent of the children that enter Class I reach Class VII in a period of seven years.
- (4) Children who are not yet fourteen years old at the end of Class VII and who do not wish to study further should be retained in the educational system till they complete 14 years of age but should be provided with short vocational courses of their choice. (7.08-11)

3. *Universal Provision of Schools*: The expansion of primary schools should be so planned that a lower primary school is available within a distance of about a mile from the home of every child. A higher primary school should be available within one to three miles from the home of every child. (7.13)

4. *Universality of Retention* : The most important programme to be implemented during the next ten years is to improve the quality of primary education and to reduce stagnation and wastage to the minimum. The target should be to reduce stagnation and wastage by about half by 1976 and to almost eliminate them by 1986. Stagnation and wastage are very high in Class I and their reduction should be a major programme. Of the various measures to be adopted for the purpose, three are very important : (a) treating Classes I and II (and wherever possible even Classes I-IV) as one integrated unit; (b) introducing a year of pre-school education ; and (c) adopting play-way techniques in Class I. (7.19-35)

5. *Expansion of Secondary Education* : (1) Enrolments in secondary education should be regulated during the next 20 years by (a) proper planning of the location of secondary schools, (b) maintaining adequate standards and to that end, by determining the enrolment in terms of facilities available, and (c) selecting the best students.

(2) The best students should be selected for admission into secondary schools, through a process of self-selection at the lower secondary stage, and on the basis of external examination results and school records at the higher secondary stage. (7.43-46)

6. *Vocationalizing Secondary Education* : Secondary education should be vocationalized in a large measure and enrolments in vocational courses raised to 20 per cent of the total enrolment at the lower secondary stage and 50 per cent of total enrolment at the higher secondary stage by 1986. (7.47-49)

7. *Part-Time Education* : Facilities for part-time education should be provided on a large scale at the lower and higher secondary stages, in general and vocational courses. A desirable target would be 20 per cent of the total enrolment, at the lower secondary stage and 25 per cent at the higher secondary stage. (7.50-51)

CHAPTER VIII

School Curriculum

1. *Essentials of Curricular Improvement* : School curricula should be upgraded through (a) research in curriculum development, (b) periodical revision based on such research; (c) the preparation of textbooks and teaching-learning materials; and

(d) the orientation of teachers to the revised curricula through in-service education. (8.03-86)

2. *Organisation of the Curriculum* : In non-vocational schools, a common curriculum of general education should be provided for the first ten years of school education and diversification of studies and specialisation should begin only at the higher secondary stage. At the lower primary stage, the curriculum should be simple with reduced load of formal subjects and emphasis on language, elementary mathematics and environmental studies. At the higher primary stage, the curriculum will broaden and deepen, teaching methods will become more systematic, and standards of attainment more specific. At the lower secondary stage, study of subjects will gain in rigour and depth. At the higher secondary stage, courses will be diversified in such a manner as to enable pupils to study a group of any three subjects in depth. At the higher primary stage, enrichment programmes should be provided for the talented children. At the secondary stage, courses should be provided at two levels—ordinary and advanced—beginning with Class VIII. (8.10-23).

3. *Study of Languages* : (1) The three language formula should include (a) the mother-tongue or the regional language; (b) the official language of the Union or the associate official language of the Union so long as it exists; and (c) a modern Indian or European language not covered under (a) and (b) and other than that used as the medium of education.

(2) At the lower primary stage the pupil will ordinarily study only one language—the mother-tongue or the regional language. At the higher primary stage, he will study two languages—the mother-tongue (or the regional language) and the official language of the Union (or the associate language). At the lower secondary stage, he will study three languages, the mother-tongue (or the regional language); the official or associate official language; and a modern Indian language, it being obligatory to study the official or the associate official language which he had not studied at the higher primary stage. At the higher secondary stage, only two languages will be compulsory.

(3) The study of English and Hindi will be indicated in terms of hours of study and level of attainment. Two levels of attainment should be prescribed in the official and associate official languages—one for three-year and one for a six-year study.

(4) The study of a language should not be compulsory in higher education.

(5) A nation-wide programme should be organised for the promotion of the study of Hindi on a voluntary basis but the study of the language should not be forced on unwilling sections of the people.

(6) The teaching of English should ordinarily not begin earlier than Class V after adequate command has been acquired over the mother-tongue. The introduction of the study of English earlier than Class V is educationally unsound.

(7) The study of classical Indian languages such as Sanskrit or Arabic should be encouraged on an optional basis from Class VIII and should be positively emphasized in all universities. (8.30-49)

4. *Science and Mathematics* : Science and mathematics should be taught on a compulsory basis to all pupils as a part of general education during the first ten years of schooling. Methods of teaching mathematics and science should be modernized, stressing the investigatory approach and the understanding of basic principles. (8.50-66)

5. *Social Studies and Social Sciences* : The syllabus should stress the idea of national unity and the unity of man. The scientific spirit and method of the social sciences should permeate the teaching of social studies at all stages. (8.67-71)

6. *Work-experience* : Work-experience should be forward-looking in keeping with the character of the new social order. It will take the form of simple hand-work in the lower primary classes, and of craft in the upper primary classes. At the lower secondary stage, it will be in the form of workshop training, and at the higher secondary stage, work-experience will be provided in the school workshop, farm or commercial and industrial establishments. (8.72-78)

7. *Social Service*. Programmes of social service and participation in community development should be organised at all levels as suited to the different age-groups, in a phased manner. (8.79-87)

8. *Physical Education* : Physical education is important for the physical fitness and efficient mental alertness and the development of certain qualities of character. (8.88-93)

9. *Education in Moral and Spiritual Values* : Organised attempt should be made for imparting moral education and inculcating spiritual values in schools through direct and indirect methods with the help of the ethical teachings of great religions.

One or two periods a week should be set aside in the school time-table for instruction in moral and spiritual values. (8.94-98)

10. *Differentiation of Curricula for Boys and Girls* : The recommendations of the Hansa Mehta Committee that there should be no differentiation of curricula on the basis of sex is endorsed. Home science should be provided as an optional subject but not made compulsory for girls. (8.102-104)

11. *The New Curriculum and Basic Education* : The essential principles of basic education, namely, productive activity, correlation of curriculum with productive activity and the environment, and contact with local community, are so important that they should guide and shape the educational system at all levels, and this is the essence of the proposals made in this report. No single stage of education need be designated as basic education. (8.105-109)

CHAPTER IX

Teaching Methods, Guidance and Evaluation

1. *Teaching Methods* : The continual deepening of the curricula should be accompanied by an equally vigorous improvement in the method of teaching and evaluation. A good educational system should be dynamic, flexible and discriminating enough to help institutions and teachers to proceed along different levels of development—the good schools be free to go ahead on creative and experimental lines while the weaker ones should be supported to gain a sense of security. (9.02-12)

2. *Textbooks, Teachers' Guides and Materials* : Provision of quality textbooks and other teaching-learning materials is a key programme for raising standards at comparatively low cost. A comprehensive programme of textbook production at the national level should be implemented. At least 3 or 4 books should be provided in each subject to provide a multiple choice of books for the schools. Teachers' guides and other instructional material should supplement textbooks. (9.13-25) [see Section T]

3. *Class Size* : (1) Classes of somewhat larger size than what is strictly considered as desirable cannot be avoided in our country for a long time. However, it is necessary to restrict the number of pupils admitted to each class to a maximum of 50 in the lower primary, 45 in the higher primary, and 40 in lower secondary and in higher secondary classes. (9.26-31)

4. *School Buildings* : Economy in these buildings should be effected by applying the norms and guidance already available and by using locally available materials, omission of certain finishes, and acceptance of a lower standard of construction. (9.35-39)

5. *Guidance and Counselling* : Guidance and counselling should be regarded as an integral part of education, meant for all students and aimed at assisting the individual to make decisions and adjustments from time to time. (9.43)

6. *Search for the Development of Talent* : The search for development of talent must be a continuous process, pursued at all stages, but the secondary stage is the most crucial. (9.52)

7. *The Backward Child* : Neglect of backward children leads to wastage of educational facilities and human resources. In particular, attention has to be given to the under-achievers who represent a loss of potential manpower often of high ability. Steps should, therefore, be taken to diagnose the causes of under-achievement and to formulate and implement remedial programmes within the school system. (9.58-64)

8. *Evaluation* : (1) *Evaluation at the Lower Primary Stage* : It would be desirable to treat Classes I to IV as an ungraded unit to enable children to advance at their own pace. Where this is not feasible, Classes I and II may be treated as one block divided into two groups—one for slow and the other for fast learners.

(2) *Evaluation at the Higher Primary Stage* : In addition to written examinations, weightage should be given at this stage to oral tests as a part of internal assessment. Cumulative record cards are important in indicating pupils' growth and development but should be very simple.

(3) *Improvement in External Examinations* : External examinations should be improved by raising the technical competence of paper-setters, orienting question papers to objectives other than to acquisition of knowledge, improving the nature of questions, adopting scientific procedures, and mechanising the scoring of scripts and the processing of results. (9.69-79)

CHAPTER X

School Education : Administration and Supervision

1. *The Common School System of Public Education*. The Common System of Public Education would include all govern-

ment schools, all local authority schools and all aided private schools. Only two types of schools will remain outside it— independent schools and unrecognised schools. The objective of educational policy should be to evolve, over the next 20 years, a common school system of public education which would cover all parts of the country, provide equality of access to all children and will maintain such a standard that an average parent will not feel the need to send his child to an independent or unrecognised school. The neighbourhood school concept should be adopted at the lower primary stage under which all children in the neighbourhood will be required to attend the same school in the locality. This will eliminate the segregation between schools for the privileged and schools for the under-privileged.

It is the responsibility of government to see that private aided institutions are satisfactorily managed through adequate support. Those that are not so managed should be taken over or eliminated. (10.02-20)

2. *Supervision—Reorganisation of the State Department* : In view of the importance of strengthening the departmental organisation at the district level : (a) the District Education Officer should be given adequate status by including the post in the proposed Indian Educational Service ; (b) adequate authority should be delegated to the district level ; (c) scales of pay and qualifications of inspectorial staff at the district level should be upgraded ; (d) the strength of the district staff should be increased with the addition of 'specialists' and a statistical cell. (10.34-37)

3. *The New Supervision* : Supervision being in a sense the backbone of educational improvement, it is imperative that the system of supervision should be revitalized. Administration should be separated from supervision, the District School Board dealing with the former and the District Education Officer with the latter. But the two should function in close collaboration. One of the major responsibilities of the new supervision will be the provision of guidance and extension services to schools. In-service training should be provided for all supervisory and administrative officers by State Institutes of Education and the National Staff College for Educational Administrators. (10.44-49)

4. *State Institutes of Education* : An academic wing will have to be developed in the State Institutes of Education to look after the in-service training of departmental officers, improvement

of teachers' education, curricula and textbooks, guidance and evaluation, and research and evaluation of programmes. (10.50-53)

5. *State and National Boards of Education*: In order to secure continuous improvement in standards, an adequate machinery should be set up at the State and national levels. Standards should be defined at the end of the higher primary and lower secondary stages and later on, at the end of the higher secondary stage. (10.54-58)

6. *State Evaluation Organisation*: To assist the State Education Department in this programme of prescribing, maintaining and revising standards, a State Evaluation Organization should be set up in each State, as an independent institution, preferably autonomous, and its services should be available to all concerned. (10.59-63)

7. *State Boards of School Education*: In each State, a State Board of School Education should be established and it should take over the functioning and the responsibilities of the existing Boards of Secondary Education and allied agencies. (10.64)

8. *Unrecognized Schools*: It may be desirable to introduce legislation for the compulsory registration of all educational institutions and it should be made an offence to conduct an unregistered institution. (10.80)

[For major recommendations under Chapters XI & XII (Higher Education). Chapter XIII (The Governance of Universities), Chapter XIV (Education for Agriculture) and Chapter XV (Vocational, Technical and Engineering Education) – see Section I; Chapter XVII (Adult Education) – see Section J; Chapter XVI (Science Education and Research – see Section O; Chapter XVIII (Educational Planning and Administration) and Chapter XIX (Educational Finance) – see Section X.]

F

Pre-Primary Education

INTRODUCTION

The first pre-primary schools were opened to look after the children of working mothers or to provide suitable environment to little boys and girls who lived in uncongenial and crowded tiny tenements. These schools, to a small measure, compensated for the unsatisfactory and gloomy home environment of those coming from poor families or slum areas. These schools received their educational dimensions with the realization that the ages between 3 and 10 form the most impressionable period—physically, intellectually and emotionally—in child growth. It was also observed that the children with pre-primary education show better progress at the primary level, though the object of pre-primary schooling is by no means a preparation for the primary school. The modern educational trend is to emphasize both officially and privately, pre-primary education.

There is not much to report about pre-primary education in India before 1947. It was never regarded as a State obligation. For the first time in 1944 the *Report of the Central Advisory Board of Education on Post-War Educational Development in India* recommended that pre-primary education should be 'an essential adjunct of any national system of education', though the main object of teaching at this stage should be to give young children social experience rather than formal instruction. It should be available free of cost. In urban areas where sufficient children are available, separate nursery schools or departments may be provided; elsewhere nursery classes should be attached to Junior Basic (Primary) Schools and these schools or classes should invariably be staffed with women teachers who have received special training for this work. Parents should be persuaded in areas where

housing conditions are unsatisfactory and/or mothers are accustomed to go out to work. The Report suggested that one million places should be provided as a start in the age-group of 3-6 years.

The available statistics show that the pre-primary education has been rapidly gaining in popularity after Independence. In 1950-51, there were 303 pre-primary schools (including 28 in rural areas) with 866 teachers and 28,309 students. The total direct expenditure on these schools came to Rs. 1.2 million or 0.1 per cent of the total educational expenditure. In 1965-66, the number of schools rose to 3,500 with 6,500 teachers and about 2,50,000 students. The total direct expenditure rose to Rs. 11 million or 0.2 per cent of the total educational expenditure. The Central Social Welfare Board and the Community Development Administration have also advanced the cause of pre-primary education by running about 20,000 *balwadis* with a total strength of 6 lakhs. The progress is significant over earlier achievements, but as compared to the development of education as a whole pre-primary education takes a niggardly position. In 15 years, rise in the percentage of expenditure on pre-primary level to the total educational expenditure has been only 0.1.

The most pertinent explanation that can be advanced to this State of pre-primary education is that more urgent calls, since 1947, on the national resources available for education has not made it possible to plan any comprehensive development at this stage. So far the other stages of education have been attracting public attention and effort. It may be, incidentally, one of the reasons why pre-primary education finds only a very limited mention in reports on education. There has been only one committee in the educational history of India which solely devoted itself to the study of pre-primary education. This is the *Committee on the Pre-Primary Education in Mysore State* set up in 1961 by the State Government of Mysore. The report of the Committee has been included as an important document on Pre-Primary Education, because its recommendations though particularly meant for the development of pre-primary education in Mysore State are applicable to other States also. The Committee feels that the lack of a proper educational environment in most homes, especially in the villages, is mainly responsible for the prevailing educational backwardness of large sections of children and, therefore, a wide-spread provision of facilities for pre-primary education will tend to minimise the gaps between the children in the villages and those in the towns, and

between the children in poor homes and those who are born in rich families. Another cogent argument put forth in support of pre-primary level is that physical defects and disabilities become more pronounced at the pre-school stage of growth and if attended to in time will tend to eliminate these hardships and disabilities. In the opinion of the Committee, the heavy financial commitments undertaken for the provision of universal, free and compulsory primary education does not and should not conflict with the launching of a massive campaign for pre-primary education. In fact, pre-primary schooling will itself be conducive to the effective enforcement of compulsory education and contribute to its success. The report provides a mass of valuable information about Nursery and Kindergarten education, collected not only from India but also from a large number of foreign countries including Australia, France, Germany, Japan, U.K., U.S.A., and U.S.S.R.

The *Report of the Education Commission* (1964-66) is the next document providing recommendations on pre-primary education. It records two controversial views on the subject. Some educationists insist on the proper quality of pre-primary schooling rather than on its unrestricted expansion, while others advocate a wide extension of its benefits to a larger proportion of children at a smaller cost. It is a debate between quality and quantity. Another controversy revolves round the question who should be responsible for the spread of pre-primary education -- the State or private agencies. The Commission takes a pragmatic look and adopts a policy of 'utilization and combination of existing resources and agencies'. The Commission makes eight recommendations which have been placed in this *Section* after the recommendations of the *Committee on the Pre-Primary Education in Mysore State*. The Commission hopes to cover 5% of the children in the age-group of 3 to 5 (i.e. 2.5 million) and 50% in the age-group of 5 to 6, by 1986. It is worth mentioning that the draft of the Fourth Five Year Plan (1969-74) confines its efforts mainly to certain strategic areas of pre-school education such as training of teachers, evolving suitable teaching techniques, and production of teaching materials and teachers' guides. There is, however, a small provision for the opening of *balwadis*, both in rural and urban areas. Indeed, some more time and more money would be needed before we could procure a large number of good and healthy seedlings from the 'Nurseries' for the 'School Gardens'.

REPORT OF THE COMMITTEE ON THE PRE-PRIMARY EDUCATION IN MYSORE STATE (1961)

Major Recommendations :

1. *Objective of Pre-Primary Education* : The objective of pre-primary education may be broadly defined as the provision of experiences and the proper environmental conditions which will promote the physical, mental, emotional and social growth of children between the ages of three and six.

2. *Curriculum* : The following forms of activity should be provided :—

(1) *For Developing Muscular Coordination and Health* : Outdoor activities such as running and skipping round the fields ; climbing and sliding ; jumping ; balancing ; swinging ; imitative activities involving large-muscle movement ; rhythmic activities as part of musical experience in physical education.

(2) *Personal Health Activities and Activities for Developing Health Habits* : Activities with the object of training children to look after their personal hygiene and to develop permanent health habits such as, cleaning hands, legs, nose and mouth ; combing the hair ; taking care of clothes.

(3) *Keeping Surroundings Clean* : Activities such as sweeping, dusting, wiping, etc.

(4) *Sensory Training with Special Apparatus* : Activities for creative expression such as, drawing and painting ; clay work ; paper cutting, cutting pictures and pasting ; block building ; stringing beads and flowers.

(5) *Observation of Nature* : Observing plants, animals, birds and natural phenomena ; collecting natural objects.

(6) *Language and Number Work* : The object is not to introduce the children to formal reading, writing and arithmetic but to provide experiences psychologically suited to the needs of children at this age, which will make them more fit, and 'ready' for the systematic and formal training in the primary school. The activities should include : conversation, story-telling and dramatization for developing expression, building up experiences about letters by

means of their shapes, and sounds associated with them; obtaining first experiences about number, shape, size and position by means of concrete objects and pictures.

(7) *The School Meal* : This should form an essential service not only from the point of view of nutrition but also from the point of view of social training through this activity. The simplest form of this is to make provision for a cup of milk during the session.

3. *Equipment* : Much of the equipment could be made locally, using locally available materials. 'Toy Banks' may be organised for the purpose of collecting useful toys for children in the pre-primary schools.

4. *The Two Sessions* : Pre-Primary schools should work in two sessions of three hours each per day. The children should be divided into two batches, each batch attending one session.

5. *Number of Children* : There should be not more than 20 children in a group per teacher. The teacher should also have the assistance of a helper. The staffing will be on the basis of one teacher and helper for 40 children.

6. *Buildings* : The items of non-recurring expenditure will have to be provided by the public, the Government grant covering the pay of the teacher and helper. Simple structures will be adequate.

7. *Teachers and their Training* : (1) The minimum general educational qualification for a pre-primary school teacher should be S.S.L.C. Before employment as a teacher in the Pre-Primary School, the teacher should be trained.

(2) Three types of training courses should be provided : (i) Nursery training should be made a part of the regular Teacher-Training course for Primary School teachers ; (ii) The special course of training for Pre-Primary School teachers should be of one year's duration ; and (iii) Short-term training courses of six months' duration should be provided for training teachers in Primary Schools who possess the requisite educational qualification and who desire to change over to pre-primary schools.

(3) There should be a Public Examination at the end of the course. A diploma should be awarded by the Board of Pre-Primary Education on the results of the Examination.

8. *Agency for Pre-Primary Education* : The Pre-Primary School is an educational as well as a Social Welfare agency. The agency for the organization of the Pre-Primary Education should be the Social Welfare Board.

9. *Board of Pre-Primary Education* : A Board of Pre-Primary Education should be set up. It should be an expert Advisory Body.

10. *Grant-in-Aid* : The underlying principle of grant-in-aid is the sharing up of the responsibility between the private agencies and the Government. Considering practical conditions now obtaining, Government should give financial aid to the extent of the full pay of the staff. A non-recurring expenditure for buildings, equipments, etc., should be met by the private agency.

11. *Establishment of Pre-Primary Schools by the Govt.* : While the establishment of pre-primary schools by local bodies and other private agencies should be general pattern of expansion in this grade of education, the Government should also establish schools on its own.

12. *Books* : Government should aid the publication of good books for children by means of subventions.

13. *Statistics* : A survey should be made, covering the whole country, so as to collect full information about the pre-primary education and about the several agencies working in the field.

14. *Spread of Pre-Primary Education in Rural Areas* :
(1) A definite and positive policy of initiative and effort for the spread of pre-primary education to the rural areas should be undertaken by government.

(2) It is essential to undertake an extensive scheme for School Meals to serve the basic needs of children between the ages of 3 and 6.

(3) The appointment of teachers for the pre-primary schools in the villages should be made by the Village Panchayats with the assistance of the Education Department for selecting the right type of teachers. Other things being equal, women teachers should be appointed.

(4) A regular programme of visits to homes should form part of the work of the pre-primary school teacher. Efforts should be made to set up Mothers' Association in every village.

**FROM THE REPORT OF THE EDUCATION COMMISSION (1964-66)
ON PRE-PRIMARY EDUCATION**

Major Recommendations :

"While we recognize the need to develop pre-primary education as extensively as possible, our advance in this sector will necessarily be restricted on account of the inadequacy of the resources available, and especially because primary education must be accorded a higher priority. It is also necessary to reconcile the competing claims of quality and quantity. Some educationists are of the view that the pre-primary education to be provided must be of the proper quality, and they insist on maintaining standards which increase the cost per pupil to a level where any large-scale expansion becomes impossible. Others deliberately advocate the adoption of less costly techniques so that the benefit of pre-primary education may be extended to a larger proportion of children. There are also differences of opinion regarding the agency of development : some would prefer the responsibility for pre-primary education to be largely assumed by the State while others would leave it mainly to private enterprise. In these circumstances, we shall have to take a pragmatic view and adopt a policy which promotes experimentation and the best utilization and combination of existing resources and agencies.

We make the following recommendations for the development of pre-primary education during the next 20 years :

1. There should be State-level centre for the development of pre-primary education located in the State Institute of Education. In addition, a pre-primary education development centre should be established in each district in a phased programme spread over the next 20 years. The main functions of these centres would be to train pre-primary teachers, to provide supervision and guidance to pre-primary teachers working in the area, to hold refresher courses and in-service training programmes for them, to undertake the

preparation of teaching aids out of the locally available materials, to conduct experimental pre-primary schools and to provide education to parents regarding child care. They can also advantageously undertake programmes of initial training of pre-primary teachers.

2. The establishment and conduct of pre-primary schools may be left, as at present mainly to private enterprise. The State should assist through grants-in-aid on a basis of equalization. Accordingly, pre-primary schools catering to the needs of children from the under-privileged groups will have a higher claim on State funds.

3. Every encouragement should be given to experimentation particularly in devising less costly methods of expanding pre-primary education. We strongly commend the scheme recently adopted by the State of Madras. Under this programme, a local woman is selected as a teacher on a small honorarium, is given a short course of training, and is assisted in her work by the local Mahila Mandal. The outstanding features of the scheme are its low costs (the cost per child per year is less than Rs. 20) and its adaptability and suitability to rural areas...

4. Another important experiment of this type, which has been tried with success in some parts of the country, is the establishment of children's play centres in close association with the primary schools. These are conducted by a specially trained teacher in the primary school, who is given an allowance for the purpose, or by a separate teacher. The programme, which lasts for about two hours a day, is simple and consists of group singing, story-telling and games, with considerable attention being given to personal hygiene and health. These centres serve as pre-school classes and smoothen the transition of the child from its play dominated world of infancy to the formal atmosphere of the primary school... Such centres should be attached to as many primary schools as possible.

5. The role of the State should be to maintain such centres at the State and district levels, train pre-primary teachers, conduct research, assist in the preparation of materials and literature needed for pre-primary education and provide supervision and guidance to pre-primary schools and training institutions...

6. We can hardly talk about a curriculum for pre-primary schools; it is more appropriate to think of it as a programme of activities. We agree with the suggestion of the Committee on

Child Care (1961-62) appointed by the CSWB, that the programme should consist of the following activities :

(a) Play activities :

- (i) Free play including educational and constructional toys, indoor games, and outdoor activities in association with other children.
- (ii) Physical activities involving muscular and limb movement ;
- (iii) Play involving contact, acquaintance, imitation and experience of physical, family and social environment ;
- (iv) Organized play, group activities and directional play ;
- (v) Playground activities using playground apparatus.

(b) Physical training including simple exercise, dance and eurhythmics.

(c) Manual activities and play like gardening, simple chores and participation in simple community efforts.

(d) Sensorial education using natural objects and specially constructed apparatus.

(e) Handwork and artistic activities involving the use of finger skills and tools ; and activities like drawing, painting, singing, music and dancing.

(f) Learning activities including language ; personal hygiene and health rules ; elementary nature study involving contact with the physical, plant and animal world ; counting and arithmetic, etc.

(g) Self-service in school eliminating as far as possible the use of servants and adult helpers.

We have often found that the programmes tend to be rigid and authoritarian, that adequate opportunities are not given to children to know their environment, that group work tends to be emphasized at the cost of the children's needs, and that the educational possibilities of the provision of mid-day meals and snacks are not utilised fully. To overcome these, it is necessary to improve the training of teachers and to give them greater freedom in planning their programmes.

7. There is need for more coordination among the different agencies that work for child-care and pre-primary education, both at the national and at the State levels. In particular, it is necessary

for the State Education Departments to develop close relations with the CSWB, the Indian Council of Child Welfare and the Community Development Administration.

8. With regard to enrolments, we consider that a feasible target would be to enrol five per cent of the children in the age-group 3 to 5 by 1986. This will mean an enrolment of about 2·5 million. If the inexpensive techniques we have recommended above are adopted, this enrolment could be higher. We have also recommended the addition, on as wide a scale as possible, of a pre-school class to which children of the age 5-6 will be admitted. We anticipate that it may be possible to cover about 50 per cent of the children to this age-group by 1986. This will mean an enrolment of about 7·5 million. The total enrolment at this stage would thus be about 10 million."

G

Primary and Basic Education

INTRODUCTION

The *Indian Education Commission* (1882-83), the first commission on education in India, made the principal object of its enquiry 'the present state of elementary education throughout the Empire and the means by which this can everywhere be extended and improved'. The Commission placed special emphasis on its recommendation that the strenuous efforts of the State should be directed to the elementary education of the masses in a still larger measure than before ; that primary education be regarded as the instruction of the masses through the vernacular in such subjects as will fit them for their position in life; and be not necessarily regarded as a portion of instruction leading up to the University ; and that primary education be extended in backward districts. Gokhale's *Resolution* in the Imperial Legislative Council on Primary Education (March 19, 1910) 'that a beginning should be made in the direction of making elementary education free and compulsory throughout the country' is to be considered the next important document in the development of primary education, though unfortunately for India his bill was turned down after a fierce debate that raged for ten days in the Council. The *Report of the Hartog Committee* (1929) provided another important document. It found cause to lament the sheer waste and ineffectiveness throughout the whole educational system. 'In the primary system, which from our point of view should be designed to produce literacy and the capacity to exercise an intelligent vote, the waste is appalling. . .for only a small proportion of those who are at the primary stage reach Class IV, in which the attainment of literacy may be expected.' The year 1937 saw the submission of two important documents—the *Abbot-Wood Report* in June and

the *Zakir Husain Committee Report* in December. The *Abbot-Wood Report* emphasized that the education of children in the primary school should be based more upon the natural interests and activities of young children and less upon book-learning, that the mother-tongue should as far as possible be the medium of instruction throughout the high school stage, and that the pre-service education course of teachers of primary and middle schools should be a three-year course following in the completion of middle school course. The idea of activity based education through mother tongue and three-year course of teacher training also appears in the next report, submitted six months later, by Dr. Zakir Husain, but here the tone and the texture of thought are of a different plane. It was the first comprehensive report on national education in modern India inspired by the leadership of Mahatma Gandhi, based on sound educational principles, reinforced by Indian educational thought, and composed by educationists, all Indians having the vision of a new social order and the dream of a Free India.

The scheme of 'Basic Education' enunciated by Mahatma Gandhi remains undoubtedly the most epoch-making event in the history of primary education in modern India. When the Congress Ministries assumed office in 1937 in seven provinces they had to face the problem of introducing universal, free and compulsory primary education, in the shortest time possible, without adequate resources for it. A solution to the problem came into sight as Mahatma Gandhi put forth his proposal of self-supporting free primary education of seven years through the help of useful and productive craft. A storm of controversies over several aspects of the revolutionary proposals ushered in the *First Conference of National Education* at Wardha on 22nd and 23rd October 1937 to consider the new system of education. The Conference resolved that : free and compulsory education be provided for seven years ; the medium of instruction be the mother tongue ; the process of education should centre round some form of manual productive work, and all the other training, as far as possible be integrally related to the central handicraft. The Conference expected that this system of education would be gradually able to cover the remuneration of teachers. A Committee was then appointed under the presidentship of Dr. Zakir Husain to prepare a detailed syllabus on the lines of the resolution. The *Zakir Husain Committee* submitted a detailed report (Dec. 1937) which has since become a fundamental document on basic education.

The next important document is the *Report of the Central Advisory Board of Education on 'Post-War Educational Development in India'* (1944), popularly known as the *Sargent Plan*. It laid down the educational development of the country and recommended that a system of universal, compulsory and free education for all boys and girls between the ages of six and fourteen should be introduced as speedily as possible though, in view of the practical difficulty of recruiting the requisite supply of trained teachers, it may not be possible to complete it in less than 40 years. On the formation of national government in 1947 such thought was given to basic education and the future educational development. It was generally agreed that the period of 40 years laid down in the *Sargent Plan* for introducing an eight year course must be curtailed, and the *Committee on the Ways and Means of Financing Educational Development in India* was appointed in 1948 under the chairmanship of Shri B.G. Kher to consider the matter further. The Kher Committee recommended the introduction of universal compulsory basic education for the children between the ages of 6-11 within a period of ten years (*i.e.* by 1958) and the children between the ages of 6-14 within 16 years (*i.e.* by 1964). The major recommendations of the Committee appear in *Section X 'Educational Finance and Administration'*. The report of this Committee was accepted by the Government of India on the recommendation of the Central Advisory Board.

In spite of the fact that basic education had been accepted as a national programme, misunderstanding and prejudices at various quarters still continued to linger. Too many people had too many interpretations of basic education. This called for a clarification of its concept. The statement entitled *The Concept of Basic Education* prepared by the *Basic Education Standing Committee* of the C.A.B.E. is an important document that appears in this Section. Thus, basic education, when properly understood and worked, would stand out as a unique system for developing the best in the child—socially, intellectually and psychologically—and making him a useful citizen.

But a careful assessment and periodic appraisal of a movement like 'Basic Education' is essential for maintaining the integrity of the objectives and the efficiency of workers in the field. This prompted the appointment of the *Assessment Committee on Basic Education* under the chairmanship of Shri G. Ramachandran.

The committee travelled throughout the country, expressed satisfaction at the general progress and made all variety of recommendations which find a place in this *Section*. The Assessment Committee observed that the Compact Area Method of developing basic education was no longer satisfactory by itself and there was the need to turn the whole of elementary education towards basic education. The Government accepted the recommendation and organized the *National Seminar on Orientation of Elementary Schools Towards the Basic Pattern*, whose major recommendations will also be found in this *Section*.

The *Education Commission* saw some similarity between the concept of basic education and that of work experience. Work experience has been described as a redefinition of Mahatma Gandhi's basic education in terms of a society launched on the road to industrialization. 'What is now needed is a reorientation of the basic education programme to the needs of a society that has to be transformed with the help of science and technology. In other words, work-experience must be forward-looking in keeping, with the character of the new social order', says the Commission. It is not difficult to miss the clear shift of emphasis in terms of a new science-oriented society. It appears that in time to come the phrase 'work-experience' will have more frequent use. The Government of India's *Resolution of the National Policy on Education* (1968) has not made any mention of 'basic education'. It, however, declares that work-experience should become an integral part of education.

Basic education and the fulfilment of the Constitutional Directive for compulsory education were the two forces in the post-independence era which shaped the policies and programmes in the field of elementary education. *Article 45* of the Indian Constitution directed that free and compulsory education for all children until the age of 14 years should be provided by 1960. In spite of the unprecedented progress made after independence, it has not been possible to realize the goal. The Panel appointed by the Planning Commission examined the situation in 1957 and suggested two phases of the programme: in the first phase ending with the Third Plan, free and compulsory education should be provided for all children in the age-group 6-11; and in the second phase ending with the Fifth Plan, compulsory education should cover all children in the age-group 11-14. Even this target is not possible to reach in view of the immense difficulties and

handicaps involved in the task, such as lack of adequate resources, tremendous increase in population, poverty and illiteracy of the people, traditional resistance to the education of girls, large number of children of the backward classes, inertia of backward areas, and the apathy of parents.

The *Education Commission* has moved the years further for the complete achievement of the goal of universal education. The Constitutional Directive will be fulfilled in some places such as urban areas or advanced States as early as in 1975-76, but it has also suggested a deadline that all the areas in the country should be able to provide five years of good and effective education to all the children by 1975-76 and seven years of such education by 1985-86. The Commission has visualized both the quantitative expansion and qualitative improvement. The task is formidable and would need the utmost efforts to realize the goal. The enrolment in Classes I-VII will have to be raised from 50 million in 1965-66 to 125 million in 1985-86. Thus, the total additional enrolment in Classes I-VII during the 20 years will have to be 75 million which works out to an annual increase of 3.75 million, as against the average annual increase of about 3.44 in the Third Five Year Plan, the highest we have been able to achieve so far. The Commission has further worked out that the enrolment at the lower primary stage (Classes I-IV) will rise from 37 million in 1965-66 to 72 million in 1975-76, and 76 million in 1985-86. The enrolment thus doubles in 20 years. The enrolment at the higher primary stage (Classes V to VII) will rise from 13 million in 1965-66 to 32 million in 1975-76, and 49 million in 1985-86. This would imply an increase of about four times in the same period. It is worth noting that the estimates have been worked out in terms of classes instead of ages of children. Statistically it has been found that a large number of children reach the age of 14 even before they come to the end of Class VII. The lesser number who are not yet 14 at the end of Class VII, may either proceed to the next higher classes or may like to discontinue their studies for entering working life. For the latter group, estimated to be about 10 percent of the age-group, the Commission considers it not advisable to lengthen the primary course but recommends the provision of short vocational courses. Looking at the proposed targets, it may be remembered that the *Sargent Plan* had earlier visualized the introduction of universal, compulsory and free education for children of ages 6-14 in a period of 40 years. The *Sargent Plan*

was published in 1944, and as such the assumption was that the target could be reached by 1985. Incidentally, the findings of the Commission corroborates the assumption made more than 20 years earlier when the techniques of perspective planning were almost absent, research on planning was meagre and no national goals or policies were precisely known. This is a tribute to John Sargent, the then Educational Adviser to the Government of India, Shri Jogendra Singh, the Chairman of the Committee, and other distinguished members of the Committee who had prepared the *Post-War Educational Development Plan*.

It is not only the increase of enrolment that satisfies the Commission. Two more significant but difficult aspects of primary education have been emphasized. The first is the reduction of wastage and stagnation. It was observed that out of 100 children entering Class I only about half completed Class IV and only 34 completed Class VII. The Commission recommended that every child entering Class I should progress regularly from year to year and reach Class V and at least 80 per cent should reach Class VII. This means there should be no failure and frustration below Class V. Secondly, great emphasis was laid on quality. The torrent of quantitative expansion has the tendency to corrode the edges of quality. This has resulted in the unsatisfactory standards of primary education where a child does not move beyond literacy and gathers but a little information for a few academic subjects. What is desired is to ensure that primary education lays the foundation for a child to grow into a responsible and useful citizen of the country. The major recommendations of the Commission on Primary Education will be found, in *Section E'Education Commission (1964-66)'*.

REPORT OF THE ASSESSMENT COMMITTEE ON BASIC EDUCATION*

Genesis : The careful assessment and appraisal are essential to maintain the integrity of the objectives and the efficiency of the means adopted for their attainment. The Basic Education movement calls for a careful reorientation of teachers' ideas, attitudes and techniques. This requires concerted action on the part of all concerned. The Ministry of Education appointed a Committee on Basic Education in 1955.

Convener : Shri G. Ramachandran,

Members : Shri R. S. Upadhyaya; Dr. Saeed Ansari;
Dr. M. D. Paul.

Terms of Reference : To survey the existing situation regarding Basic education in the various States and to think out ways and means of bringing about effective improvements.

Major Recommendations :

1. *The Government of India* : (1) The Government of India should take appropriate steps to make it clear to all those concerned that the elucidation of Basic education given by the Basic Education Standing Committee of the Central Advisory Board of Education has their concurrence.

(2) All India and regional Conferences of the Basic education should be arranged periodically.

(3) A Central Research Institute of Basic education should be established.

(4) A small Special Committee of educational experts should be set up to lay down the criteria to evaluate the achievements and progress of pupils in Basic institutions.

(5) The establishment of full-fledged Post-Graduate Basic Training Colleges can no longer be delayed.

(6) Post-Basic education should get due recognition and

*Published by the Ministry of Education, Government of India, 1956.

place in the present schemes for the reorganisation of secondary education.

(7) The Union Government should insist that any financial aid given by it directly or indirectly to improve or spread elementary education is strictly earmarked by the States for Basic education.

2. *The Government of the States* : (1) State Governments should no longer delay to make a clear and unambiguous declaration of policy that all elementary schools will be converted into Basic schools and that all teacher training at this level will become Basic teacher training within reasonable time limits.

(2) The compact area method of developing Basic education should yield place to the whole of elementary education becoming Basic.

(3) State Governments should take effective steps for the supply of raw materials, equipment, for repairs and for marketing of surplus produce.

(4) Steps should be taken to effect economy in Basic education. Craft equipment whose cost is to be met by the pupils themselves must essentially belong to them. Whatever is produced should, as far as possible, be consumed by the teachers and pupils at reasonable rates and only the surplus need be taken over by the State for marketing.

3. *The Universities* : It will presently become necessary for Universities to recognise Post-Basic education for purposes of admitting pupils passing out of Post-Basic Schools into Colleges.

4. *Administration* : (1) Inspecting staff connected with Basic education should be fully trained in Basic education.

(2) English should be offered as an Optional Subject from the 6th grade onwards, wherever knowledge of English is considered necessary for entrance into High Schools and other similar institutions.

(3) It is of the utmost importance to guarantee proper dovetailing of Basic education with secondary education in such a manner that equal years of study in different types of institutions will be considered as of equal value for purposes of admission into institutions of higher education.

5. *Basic Teachers' Training* : (1) It is urgently necessary to make Teachers' Training more efficient and real. Improvement is called for in craft training in handling the technique of correlated

teaching and in a new and dynamic approach to the study of psychology. Any craft for Basic education must be a whole craft and not split into pieces, nor learned in isolated parts.

(2) The staff of Basic training schools and the pupil-teachers should prepare manuscripts of reading books for Basic school children.

(3) Every Basic training school should plan and execute appropriate extension programmes.

(4) Basic training schools should be residential for the purpose, among other things, of giving day-to-day training in actual living and practising of the principles of a cooperative, democratic community work and learning together and producing much of what is necessary for daily life.

(5) Sanitation, common kitchen and cultural and recreational activities based on community self-government will be the vital centres of such cooperative community and, therefore, of Basic education.

6. *Basic Schools* : (1) No school may be considered a Basic school or assessed as such, unless the following requisites at least are fulfilled :

(a) It provides for an integrated course of 8 years of Basic education and where there are only the Junior 5 grades, such a school should necessarily be the feeder for a Senior Basic school.

(b) Adequate quantities of needed raw materials are supplied in time.

(c) Adequate craft equipment and repair material is provided.

(d) There is minimum land available, and in no case less than three acres for a Senior Basic school of 8 grades.

(e) The majority of teachers at least are Basic trained, with the untrained teachers getting training under them all the time.

(f) There is community living and work based on democratic student self-government under the guidance of teachers.

(g) Craft work is systematic and not truncated.

(h) There is the correlated method of teaching, with correlation not restricted to productive work only, but also extending to the natural environment and the social environment.

- (c) There is commensurate extension work linking the school with the community and vice versa.
- (7) Congregational prayers are organised.
- (8) A library with suitable books is available.
- (9) Cultural and recreational activities are organised.

(2) Examinations in Basic schools will be wholly internal and based on assessment of continuous progress of students and cumulative records.

(3) Basic education should apply equally to urban and rural areas.

7. *The Public* : The Central and State Governments must therefore, consider ways and means of convincing the public about Basic education and securing their cooperation for its rapid development. The peaceful and constructive evolution of a socialistic pattern of society depends so largely on the development of Basic education, that the education of the public in regard to all the relevant issues in and for Basic education should be undertaken in all seriousness without delay.

THE CONCEPT OF BASIC EDUCATION*

This is a statement on the concept of Basic Education prepared by the Basic Education Standing Committee of the Central Advisory Board of Education.

Extracts from the Statement :

Broadly speaking, it may be stated that the concept of Basic education is the same as defined in the Report of the Basic National Education Committee (the Zakir Husain Committee) and elucidated by the Central Advisory Board of Education... So far as the provision of eight years of compulsory universal schooling and the use of mother tongue as the medium of instruction are concerned, there is now no difference of opinion about them... The other implications and features of Basic education that need to be clarified and stressed are the following:

1. Basic education, as conceived and explained by Mahatma Gandhi, is essentially an education for life and, what is more, an education through life... That is why productive, creative and socially useful work in which all boys and girls may participate, irrespective of any distinction of caste or creed or class, is placed at the very centre of Basic education.

2. The effective teaching of a basic craft, thus, becomes an essential part of education at this stage... It is also to be clearly understood that the sale of products of craft work may be expected to contribute towards part of the expenditure on running the school or that the products will be used by the school children for getting a midday meal or a school uniform or help to provide some of the school furniture and equipment.

3. As there has been controversy and difference of opinion regarding the position of craft work in Basic schools, it is necessary to state clearly that the fundamental objective of Basic education is nothing less than the development of the child's total personality

*Published by the Ministry of Education and Scientific Research, Government of India, 1957.

which will include productive efficiency as well... We must insist that the articles made should be of good quality, as good as children at that stage of their development can make them, socially useful and, if necessary, saleable... This productive aspect should in no case be relegated to the background... But on the other hand, never should the productive aspect be allowed to take precedence over the educational aspect.

4. In the choice of basic crafts which are to be integrated into school work, we should adopt a liberal approach and make use of such crafts as have significance from the point of view of intellectual content, provide scope for progressive development of knowledge and practical efficiency. The basic craft must be such as will fit into the natural and social environment of the school and hold within it the maximum of educational possibilities.

5. In Basic education as, indeed, in any good scheme of education, knowledge must be related to activity, practical experience and observation. To ensure this, Basic education rightly postulates that the study of the curricular content should be intelligently related to three main centres of correlation *viz.*, craft work, the natural environment and the social environment... It should also be realised, however, that there may be certain items in the syllabus which cannot be easily correlated directly with any of the three above centres. In such cases there should be no objection to these being taught according to the methods of teaching adopted in any good school... In any case, forced and mechanical 'associations' which pass for correlation in many schools should be carefully avoided.

6. The emphasis on productive work and crafts in Basic schools should not be taken to mean that the study of books can be ignored... The value of the book, both as a source of additional systematised knowledge and of pleasure cannot be denied and a good library is as essential in a Basic school as in any other type of good school.

7. The Basic scheme envisages a close integration between the schools and the community so as to make education as well as the children more social-minded and co-operative.

8. Basic education should no longer be regarded as meant exclusively for the rural areas. It should be introduced in urban areas as well, both because of its intrinsic suitability and also to remove the impression that it is some inferior kind of education designed only for the village children.

[3]

**REPORT OF THE NATIONAL SEMINAR
ON
ORIENTATION OF ELEMENTARY SCHOOLS TOWARDS THE
BASIC PATTERN***

When and where held : From 11th May to 13th May, 1959,
at New Delhi.

Genesis : The Assessment Committee on Basic Education set up by the Government of India in 1955 observed that the Compact Area Method of Developing Basic Education was no longer satisfactory by itself and that the great need was to turn the whole of Elementary Education towards Basic Education. This recommendation was accepted by the Government of India and the National Programme for the Orientation of Elementary Schools towards the Basic Pattern was initiated. The need for this National Seminar was to take stock of the programme of Basic Education in the light of the Government's decision.

- Agenda* :
1. Stock taking of the programme as it was progressing;
 2. Implementation schedule ;
 3. The syllabus and the duration for the Orientation Training;
 4. The production of literature and publicity of the programmes;
 5. Financial and administrative problems.

Inauguration : The Seminar was inaugurated by Dr. K. L. Shrimali, Union Minister of Education, on the 11 May, 1959. Dr. Shrimali inaugurating the Seminar, emphasised the role of Basic education in bringing about the socialistic pattern of society and pointed out that the basic idea of education through productive

*Published by the Ministry of Education, Government of India, 1959.

work had been accepted not only in India but in some other countries also, like Soviet Union. He deprecated the move for dead uniformity in any system of education as it would kill the initiative of the people. He exhorted the seminarians to draw up a minimum programme, which though small should make a definite impact in all the schools within a specified time.

Major Recommendations

1. The following broad activities should form the content of the orientation programme in the schools:

- (a) Activities leading to healthy living;
- (b) Activities leading to citizenship training and social living;
- (c) Activities leading to a better knowledge of the environment;
- (d) Recreational and cultural activities;
- (e) Social service activities linking the school with home and community; and
- (f) Purposive activities connected with simple crafts.

2. It is necessary to arrange suitable orientation training courses for the inspectors at different levels and the head-teachers in addition to the school teachers.

3. It is necessary to produce suitable literature for this programme intended to give necessary guidance to teachers, head-teachers, inspectors and others connected with the programme.

4. 1960-61 is the accepted target date for the completion of this programme.

5. The funds and other resources available for education under Community Development Programme should be availed of and fully utilised. The voluntary contributions from the local community represent a vast potential source in the matter of equipping the schools and should be tapped to the maximum advantage so as to supplement the orthodox ways of finding funds for such purposes.

6. It is necessary to provide for adequate follow-up and evaluation of the programme simultaneously with its implementation by the State Governments through appropriate agencies.



Secondary Education

INTRODUCTION

The *Report of the Secondary Education Commission* is the most significant document in the history of the development of secondary education in India. There had been several committees and commissions on education in the pre-Independence era, and almost all of them made some recommendations regarding the reform, re-orientation or reconstruction of the second level of education, but none devoted all the pages of their reports solely to secondary education. The first education commission known as the *Hunter Commission* (1882-83) recommended that the high schools should have two avenues, one leading to the entrance examination of the University and the other of a more practical nature intended to fit the youths for commercial, vocational or non-literary pursuits. Unfortunately, the time was not so ripe as to appreciate the first visualization of a need for diversified courses and secondary vocational education. The *Calcutta University Commission* (1917) felt that the improvement of secondary education was essential for the improvement of university education, and was the first to recommend the attachment of 'Intermediate' classes to the high schools and the setting up of a Board of Secondary and Intermediate Education to control high schools and intermediate education. The *Hartog Committee* in 1929 made recommendations for more diversified curricula in the schools, and for the first time emphatically observed that the pay of the teacher should be sufficient to give him the status which his work demanded and to attract the best pupils to the teaching profession.

Emphasis on diversified courses was gaining ground : the *Sapru Committee* (1939) suggested the introduction of diversified

courses at the secondary stage; the *Abbot-Wood Report* (1936-37) recommended for a complete hierarchy of vocational institutions parallel with the hierarchy of institutions for general education, which later resulted in the setting up of Polytechnics; and *Sargent Report* (1944) suggested two main types of high schools – academic and technical.

With the independence came the *University Education Commission* (1948-49) which realized that 'Our Secondary Education remains the weakest link in our educational machinery and needs urgent reforms'. It also observed: 'Our provincial governments are naturally keen on *basic education* and are financing schemes for its wide extension, but unfortunately they do not seem to be equally keen on secondary education which is the *real weak spot* in our entire educational machinery. They have not fully realized that the army of competent teachers needed for the rapid expansion of basic education must be provided by our secondary schools and intermediate colleges. Further, any university reform will remain largely ineffective unless the level of secondary education is raised so as to furnish the necessary foundation for a sound university system.' The Central Advisory Board of Education had earlier realized the urgency and, therefore, in its Fourteenth Session (1948) it had recommended the appointment of a commission 'to review the present position of secondary education in India and to make recommendations in regard to the various problems related thereto'. The result was the appointment of a 'Committee', and not a 'Commission', by the Government of India in 1948. This Committee composed of 20 members including 12 Directors of Public Instruction made some recommendations on different aspects of secondary education. But this was not enough. The *Report of the Committee on Secondary Education in India* was considered by the Central Advisory Board of Education at its 15th Session in 1949, when it was resolved that the Government of India should be requested to appoint a Commission for Secondary Education to which the questions raised by some of the conclusions made in the report be referred, and that the proposed commission should, in addition to this, go into the wider question of the aim, objective and purpose of secondary education. Since nothing happened for some time, the Board in its 16th session (1951) reiterated its conviction that the reorganization of secondary education was so vital for the country that it should not be delayed. At last the Government of India set up the

Secondary Education Commission in September, 1952, under the chairmanship of Dr. A. Lakshmanaswami Mudaliar, Vice-Chancellor, Madras University. The report was submitted in June, 1953. The Commission formulated the four aims of secondary education : training of character and developing qualities essential for citizenship in a democratic social order, the improvement of vocational efficiency, development of personality, and training for leadership. The reduction of pre-university schooling from 12 years to 11, the establishment of multi-purpose schools, introduction of modern methods of evaluation, provision of educational and vocational guidance, adoption of dynamic methods of teaching, and improvement in the qualification, remuneration and service conditions of teachers were among its major recommendations.

Efforts have been made both by the Central and the State Governments to implement the major recommendations of the Commission, and a certain measure of success at some points has been achieved. But taking the report as a whole it must be admitted that the implementation of the recommendations has not been very encouraging. A 'Discussion Paper on Major Problems of Secondary Education' issued by the Education Commission in 1965 rightly illustrated the position : 'In fact, it may be said that the major defects pointed out by the Commission still persist in a majority of secondary schools today. The education imparted in these institutions continues to be more or less isolated from life. The curriculum is still, generally speaking, narrow and one-sided and not designed to develop the full personality of adolescents. The methods of teaching are by and large dreary and unimaginative and do not aim at inculcating desirable values and proper attitudes and habits of work among the students. In spite of certain measures taken to increase the salary scales and improve the status of the teaching profession, the economic position of secondary school teachers continues to be unsatisfactory. Frustration, naturally affects their attitude towards their work. Last but not the least, though several steps have been taken to reduce the baneful influence of the external examination it still dominates all educational activities in the average secondary school.'

Besides, with the tremendous expansion of secondary education new problems have cropped up and old ones have acquired new acuteness. Even the implementation of some of the recommendations has posed fresh problems. It may be asked why the report failed to make a powerful impact on our education. Firstly, the

quantitative expansion of secondary education has not been simultaneously accompanied by an expansion in the facilities that are necessary for the imparting of this education to a large number of student population. It has led to a dilution of standards. In the second place, its recommendation to reduce the pre-university schooling from 12 years to 11 remained a point of controversy. Some of the States and a number of educationists still feel that there should be a twelve-year school course followed by a three-year degree course. Thirdly, the financial implications of upgrading high schools into higher secondary pattern, which were not worked out by the Commission, were found to be so great that the process of conversion remained slow. Fourthly, the progress of converting schools to 'multi-track' pattern for establishing new multi-purpose schools has been slow partly for lack of funds and partly for want of competent teachers. Further, these schools have not fulfilled their objectives as they have not been successful in diverting students into different vocations, nor in reducing pressure at the universities. Another difficulty was the shortage of qualified and competent teachers. Fifthly, the Commission's suggestion that the minimum qualification required for teaching in the last two years of the higher secondary school was an M. A. degree, or first class B.A. degree with a degree in teaching. Such qualified teachers were in short supply. The introduction of crafts and general science in the curriculum created further difficulties regarding staff requirement.

There were some gaps in the report which need filling up. For instance, agricultural education was considered very important but no concrete measures were suggested except that a note on Agricultural Education in the U.S.A. was appended, or no recommendation was made regarding the methods of co-ordination between growth of economy, manpower needs, employment opportunities and the output of secondary schools. Reference may also be made to the issue of reconciling the two patterns of secondary schools—the post-Basic and the multilateral schools. One is aware of the firm hold of the basic education and the multi-purpose schools in the Indian educational thinking, and therefore, it became imperative 'to undertake a comparative study of the syllabi of the multilateral and the existing post-Basic schools and find out common points with a view to bring the two types nearer to each other'. The *Committee for the Integration of Post-Basic and Multi-purpose Schools* was set up in 1957, whose major recommendations form part of this Section which also contains major recommendations

of the *Committee on Secondary Education in India* (1948) and the *Secondary Education Commission* (1952-53).

The *Education Commission* (1964-66) advocates the restriction of unplanned and uncontrolled expansion of secondary education. The places in the secondary schools will have to be provided in accordance with manpower estimates. In planning enrolments in secondary education two factors need to be kept in mind. Firstly, at the present rates of expansion the standards have deteriorated and educated unemployment has increased. Secondly, better standards of living and the desire for more education will further increase the pressure of expansion in future. At the lower secondary level use of testing and guidance should be made to enable a student to make his choice whether he would leave the school to take up a job or join a vocational course or continue general education. Beyond the lower secondary stage a system of selective admission should become essential. The Commission found it essential to vocationalize secondary education and to work towards a target wherein about 20 per cent of the enrolments at the lower secondary stage and about 50 per cent of those at the higher secondary stage would be in vocational education. Equalization of opportunities in secondary education through the development of a large programme of scholarships and the discovery and development of talent were greatly emphasized. The pupils other than those who are diverted to vocational education will have a common curriculum of general education upto Class X, as there would be no 'streaming' or specialization in the general course up to this stage. This proposal is quite different from the scheme of multipurpose schools, which was greatly stressed by the *Secondary Education Commission* and vigorously implemented in many States. The multipurpose schools required a diversification of courses after Class VIII, and yet most of such schools failed to provide a variety of courses to suit the different interests and aptitudes of students. The recent world trends in secondary education are in the direction of lengthening the period of general education and postponing diversification and specialization to the upper stage of secondary education. The major recommendations of the *Commission on Secondary Education* will be found in *Section E, 'Education Commission (1964-66)'*.

REPORT OF THE COMMITTEE ON SECONDARY EDUCATION IN INDIA*

Genesis : The Central Advisory Board of Education at their Fourteenth Meeting held in January, 1948, had resolved that a Commission may be appointed by the Government of India to (a) review the present position of Secondary Education in India and (b) make recommendations in regard to the various problems related thereto. The resolution of the Central Advisory Board of Education was endorsed by the All India Education Conference convened by the Hon'ble Minister for Education in January, 1948. In pursuance of these recommendations, the Government of India appointed a Committee on Secondary Education.

Chairman : Dr. Tara Chand, Educational Adviser to the Government of India. (In the absence of the Educational Adviser, Prof. Humayun Kabir, Joint Educational Adviser was to act as Chairman.)

Members : Shri P.C. Sanyal, D.P.L., Assam ; Dr. Snehamoy Dutta, D.P.L., West Bengal ; Shri Kamta Prasad, D.P.L., Bihar ; Shri D.C. Pavate, D.P.L., Bombay ; Dr. V.S. Jha, D.P.L., C.P. & Berar ; Shri D.S. Reddi, D.P.L., Madras ; Shri S.C. Tripathi, D.P.L. Orissa ; Shri G.C. Chatterji, D.P.L., East Punjab ; Rai Bahadur Chuni Lal Sahney, D.P.L., U.P. ; Dr. J.M. Mehta, Commissioner of Education, Baroda ; A representative from Kashmir State ; D.P.L., Mysore State ; Shri A. Narayanantampi, D.P.L., Travancore State ; Shri P.V.K. Rao, Joint Secretary, Ministry of Defence ; Shri K.G. Saiyidain, Education Adviser to the Government of Bombay ; Mrs. Hannah Sen ; Shri K. Zacharia, Member, Federal Public Service Commission ; Principal, St. Mary's Training College for Women, Poona ; and Shri L.R. Sethi, Superintendent of Education, Delhi and Ajmer-Marwara.

Terms of Reference : As in the 'Genesis'.

Major Recommendations

1. Admission to the degree course should be preceded by a course of primary and secondary education for at least twelve years.

*Published by the Ministry of Education, Government of India, 1948.

2. Of the above twelve years, five years should be spent at the Junior Basic stage, three years at the Senior Basic or pre-Secondary and four years at the Secondary stage.

3. The teaching of the Federal language should be started at the end of the Junior Basic stage and should be compulsory throughout the pre-Secondary stage, but may be optional thereafter.

4. English may be an optional subject at the Senior Basic stage and should be compulsory at the pre-Secondary and Secondary stages so long as it remains the medium of instruction in the Universities.

5. The federal language should become a compulsory subject at the Secondary stage when English ceases to be the medium of instruction in the Universities.

6. Secondary schools should be ordinarily of the multilateral type but where the local circumstances demand, unilateral schools should not be discouraged.

7. There should be one public examination at the end of the Secondary stage ; the Universities may, for admission purposes, lay down such conditions as they deem fit.

8. The pay and conditions of service of teachers should be the same as recommended by the C.A.B. of Education. The scales of pay should be revised in the light of the changes that have recently taken place.

9. Trained graduates can take charge of the teaching in the first two years of the Secondary stage but trained M.A.'s should teach in the last two years.

10. The period of training should not be less than one year and after every five years there should be a refresher course.

11. Education should be one of the subjects in the University course of studies.

12. Provincial Boards should be set up to advise Provincial Educational Authorities on problems connected with Secondary Education.

13. There should be an All India Council at the Centre to act as a Co-ordinating body for the proposed Provincial Boards.

14. Youth Movements, Scout Movements, etc., should be encouraged in all schools.

15. A number of Public Schools may be established to foster the growth of leadership among pupils. Admission to such schools should be governed by merit alone. There should also be provision for scholarships and free places upto fifty per cent of available seats in such schools.

REPORT OF THE SECONDARY EDUCATION COMMISSION (1952-53.*

Genesis : The Central Advisory Board of Education at its 14th meeting held in January 1948 recommended the appointment of a Commission to examine the prevailing system of secondary education in the country and suggest measures for its reorganisation and improvement. The Board at its 18th Meeting held in 1951 reiterated its former decision and pressed for early implementation of its recommendation.

There were other considerations before the Government of India for setting up a Commission. There had been no comprehensive or thorough examination of the problem pertaining to secondary education, while the problems of elementary and university education had been surveyed and steps had also been taken to improve and co-ordinate facilities for technical education. Further, it was the secondary school that supplied teachers to the primary schools and students to the universities. An inefficient system of secondary education was bound to affect adversely the quality of education at all stages. One of the major defects of the prevailing system of secondary education was its unilinear and predominantly academic character. The need for the reorganisation of secondary education with diversified courses had become more urgent as a result of acceptance by the Government of Basic Education as the pattern of education at the elementary stage.

In view of these considerations, the Government of India set up the Secondary Education Commission by Resolution dated 23 September 1952. The Commission was inaugurated on 6 October 1952. It submitted its Report in June 1953.

Chairman

1. Dr. A. Lakshmanaswami Mudaliar,
Vice-Chancellor, Madras University.

* Published by the Ministry of Education and Scientific Research, Government of India, 1953.

Members

2. Principal John Christie,
Jesus College, Oxford.
3. Dr. Kenneth Rast Williams,
Associate Director, Southern Regional Education Board,
Atlanta (U.S.A.).
4. Mrs. Hansa Mehta,
Vice-Chancellor, Baroda University.
5. Shri J.A. Taraporevala,
Director of Technical Education,
Government of Bombay.
6. Dr. K.L. Shrimali,
Principal, Vidya Bhavan Teachers' Training College,
Udaipur.
7. Shri M.T. Vyas,
Principal, New Era School,
Bombay.
8. Shri K.G. Saiyidain,
Joint Secretary to the Government of India,
Ministry of Education (*Ex-officio Member*).
9. Principal A.N. Basu,
Central Institute of Education,
Delhi (*Member-Secretary*).

Dr. S.M.S. Chari, Education Officer, Ministry of Education,
acted as Assistant Secretary to the Commission.

Terms of Reference : '(a) To enquire into and report on the present position of Secondary Education in India in all its aspects ; and

(b) Suggest measures for its reorganisation and improvement with particular reference to :

- (i) The aims, organisation and content of Secondary Education ;
- (ii) Its relationship to Primary, Basic and Higher Education ;
- (iii) The inter-relation of Secondary Schools of different types; and

(iv) Other allied problems ;

so that a sound and reasonably uniform system of Secondary Education suited to our needs and resources may be provided for the whole country.'

From Chapter III

Reorientation of Aims and Objectives :

As political, social and economic conditions change and new problems arise, it becomes necessary to re-examine carefully and re-state clearly the objectives which education at each definite stage, should keep in view.

Educational Needs of Democratic India

India has recently achieved its political freedom and has, after careful consideration, decided to transform itself into a secular democratic republic. This means that the educational system must make its contribution to the development of habits, attitudes and qualities of character, which will enable its citizens to bear worthily the responsibilities of democratic citizenship and to counteract all those fissiparous tendencies which hinder the emergence of a broad, national and secular outlook. Secondly, though rich in potential resources, India is actually a poor country at present ; a large majority of its people have to live at an economically sub-human level. One of its most urgent problems—if not the most urgent problem—is to improve productive efficiency, to increase the national wealth and thereby to raise appreciably the standard of living of the people. Thirdly, partly as a result of this oppressive and widespread poverty, there is a serious lack of educational facilities and the bulk of the people are so obsessed with the problem of making some sort of a living that they have not been able to give sufficient attention to cultural pursuits and activities. Hence there is need for re-orienting the educational system in such a way that it will stimulate a cultural renaissance.

From this necessarily sketchy analysis of the dominant needs of the present situation, it is clear that we shall have to formulate our aims with reference to these broad categories—the training of character to fit the students to participate creatively as citizens in the emerging democratic social order ; the improvement of their practical and vocational efficiency of their country ; and the development of their literary, artistic and cultural interests, which are necessary for self-expression and for the full development of the human personality, without which a living national culture cannot come into being.

Role of Education in Developing Democratic Citizenship

Citizenship in a democracy is a very exacting and challenging responsibility for which every citizen has to be carefully trained . . . The first requisite in this connection is to develop the capacity for clear thinking and a receptivity to new ideas . . . A democracy of people who can think only confusedly can neither make progress, nor even maintain itself, because it will always be open to the risk of being misled and exploited by demagogues who have within their reach today unprecedentedly powerful media of mass communication and propaganda. To be effective, a democratic citizen should have the understanding and the intellectual integrity to sift truth from falsehood, facts from propaganda and to reject the dangerous appeal of fanaticism and prejudice.

Closely allied to clarity of thought is clearness in speech and in writing. This is not only an important social asset, it is also an essential pre-requisite for successful living in a democracy which is based not on force but on free discussion, persuasion, and peaceful exchange of ideas. To be able to make one's influence felt and to assist in the formulation of healthy public opinion, an educated person should be able to express himself clearly both in speech and writing.

A democracy is based on faith in the dignity and worth of every single individual as a human being. This innate 'worthfulness' cannot be eclipsed either by economic or racial or social consideration. The object of a democratic education is, therefore, the full, all round development of every individual's personality . . . It is obvious, however, that an individual cannot live and develop alone. Both for his own wholesome development and the good of society, it is essential that he should learn to live with others and to appreciate the value of cooperation through practical experience and free inter-play with other personalities. No education is worth the name which does not inculcate the qualities necessary for living graciously, harmoniously and efficiently with one's fellow men. Amongst the qualities which should be cultivated for this purpose are discipline, cooperation, social sensitiveness and tolerance.

A passion for social justice, based on a sensitiveness to the social evils and the exploitation which corrupts the grace of life, must be kindled in the heart and mind of our people and the foundations for it should be laid in the school . . . This social sensitiveness

is the ethical basis of good character ; without it efficiency, discipline, cooperation and many other fine qualities may either remain unfruitful or may be corrupted for baser purposes. And finally, we must stress the importance of tolerance, without which it is impossible to preserve the health and even the existence of a democracy. The essence of a democratic society is not only the tolerating but the welcoming of differences which make for the enrichment of life Another important aim which the secondary school must foster is the development of a sense of true patriotism. In the proper interpretation of this aim, the adjective 'true' is as important as the noun ! The propriety of inculcating, through education, a deep love of one's own country, is too obvious to require any justification, but in doing so it is necessary to take care that this love does not degenerate into nationalistic jingoism. True patriotism involves three things - a sincere appreciation of the social and cultural achievements of one's country, a readiness to recognise its weaknesses frankly and to work for their eradication and an earnest resolve to serve it to the best of one's ability, harmonizing and subordinating individual interests to broader national interests. The school must address itself to building up this rich, three-fold concept of patriotism There is no more dangerous maxim in the world of today than "My country, right or wrong". The whole world is now so intimately interconnected that no nation can or dare live alone and the development of a sense of world citizenship has become just as important as that of national citizenship. In a very real sense, therefore, "Patriotism is not enough" and it must be supplemented by a lively realization of the fact that we are all members of One-World, and must be prepared, mentally and emotionally, to discharge the responsibilities which such membership implies.

Improvement of Vocational Efficiency

So far as the second major element in our national situation is concerned, we must concentrate on increasing the productive or technical and vocational efficiency of our students. This is not merely a matter of creating a new attitude to work - an attitude that implies an appreciation of the dignity of all work, however 'lowly' a realisation that self-fulfilment and national prosperity are only possible through work in which everyone must participate and a conviction that when our educated men take any piece of

work in hand they will try to complete it as efficiently and artistically as their powers permit. The creation of this attitude must be the function of every teacher and it must find expression in every activity of the school. Students must acquire a yearning for perfection and learn to take pride in doing everything as thoroughly as they can ; likewise teachers should learn to reject, firmly but with sympathy, all work that is half-hearted or slipshod, or casual . . . Side by side with the development of this attitude, there is need to promote technical skill and efficiency at all stages of education so as to provide trained and efficient personnel to work out schemes of industrial and technological advancement.

Development of Personality

The third main function of Secondary Education is to release the sources of creative energy in the students so that they may be able to appreciate their cultural heritage, to cultivate rich interests which they can pursue in their leisure and so contribute, in later life, to the development of this heritage. In the past, our schools have left whole areas of the pupil's personality untouched and unquickenened—their emotional life, their social impulses, their constructive talents, their artistic tastes.

Education for Leadership

A democracy cannot function successfully unless all the people—not merely a particular section—are trained for discharging their responsibilities and this involves training in discipline as well as leadership. The Primary or Basic School will inculcate in all the capacity for disciplined work while the University will train leadership at the highest level in different walks of life. The special function of the Secondary School, in this context, is to train persons who will be able to assume the responsibility of leadership—in the social, political, industrial or cultural fields—in their own small groups of community or locality . . . But leadership in the wider sense of the word (which is not synonymous with political leadership) calls for a higher standard of education, a deeper and clearer understanding of social issues and greater technical efficiency. All these must be provided by our Secondary Schools in increasing measures. The secondary school must make itself responsible for equipping its students adequately with civic

as well as vocational efficiency—and the qualities of character that go with it—so that they may be able to play their part worthily and competently in the improvement of national life. They should no longer emerge as helpless, shiftless individuals who do not know what to do with themselves and can only think of either crowding the colleges—which, for the majority, are a *cul-de-sac* or, as a last and reluctant resort, take up some clerical or teaching job for which they have no natural inclination.

Major Recommendations

1. *New Organisational Pattern* : (1) Under the new organisational structure, education should commence after a four or five years' period of primary or Junior Basic education and should include (a) the Middle or Senior Basic or Junior Secondary stage of 3 years, and (b) the higher secondary stage of 4 years.

(2) The present Intermediate stage should be replaced by the Higher Secondary stage which should be of four years' duration, one-year of the present Intermediate being included in it. As a consequence, the first degree course in the University should be of three years' duration.

(3) Multi-purpose schools should be established wherever possible to provide varied courses of interest to students with diverse aims, aptitudes and abilities.

(4) All States should provide special facilities for agricultural education in rural schools.

2. *Technical Education* : (1) Technical schools should be started in large numbers either separately or as part of multi-purpose schools.

(2) Apprenticeship training being an important part of the training needed, suitable legislation should be passed making it obligatory for the industry to afford facilities to students for particular training.

3. *Other Types of Schools* : (1) Public schools should continue to exist for the present and the pattern of education given in them should be brought into reasonable conformity with the general pattern of national education.

(2) A number of residential schools should be established, more particularly in certain rural areas.

(3) A larger number of schools should be established to meet the needs of handicapped children.

4. *Co-education* : (1) While no distinction need be made between education imparted to boys and girls, special facilities for the study of home science should be made available in all girls' schools and co-education or mixed schools.

(2) Efforts should be made by State Governments to open separate schools for girls wherever there is demand for them.

5. *Study of Languages* : (1) The mother-tongue or the regional language should generally be the medium of instruction throughout the secondary school stage, subject to the provision that for linguistic minorities special facilities should be made available on the lines suggested by the Central Advisory Board of Education.

(2) During the Middle School stage, every child should be taught at least two languages. English and Hindi should be introduced at the end of the Junior Basic stage, subject to the principle that no two languages should be introduced in the same year. At the High and Higher Secondary stage, at least two languages should be studied, one of which being the mother-tongue or the regional language.

6. *Curriculum* : (1) At the Middle-School stage, the curriculum should include (i) Languages; (ii) Social Studies; (iii) General Science; (iv) Mathematics; (v) Art and Music; (vi) Craft; and (vii) Physical Education.

(2) At the High School or Higher Secondary stage, diversified courses of instruction should be provided for the pupils. Diversified courses of study should include the following seven groups: (i) Humanities, (ii) Science, (iii) Technical subjects, (iv) Commercial subjects, (v) Agricultural subjects, (vi) Fine Arts, and (vii) Home Science; as and when necessary additional diversified courses may be added.

(3) A certain number of core subjects should be common to all students, whatever the diversified courses of study that they may take; these should consist of (i) Language, (ii) General Science, (iii) Social Studies, and (iv) Craft.

(4) The diversified curriculum should begin in the second year of the High School or Higher Secondary School stage.

7. *Textbooks* : (1) With a view to improving the quality of textbooks prescribed a high power Textbooks Committee should be constituted.

(2) The Textbooks Committee should lay down clear criteria for the type of paper, illustration, printing and format of the book.

(3) Single textbooks should not be prescribed for every subject of study, but a reasonable number of books which satisfy the standards laid down should be recommended leaving the choice to the schools concerned. In the case of languages, however, definite textbooks should be prescribed for each class to ensure proper gradation.

(4) No book prescribed as a textbook or as a book for general study should contain any passage or statement which might offend the religious or social susceptibilities of any section of the community or might indoctrinate the minds of the young students with particular political or religious ideologies.

(5) Frequent changes in textbooks and books prescribed for study should be discouraged.

8. *Dynamic Methods of Teaching* : (1) The methods of teaching in schools should aim not merely at the imparting of knowledge in an efficient manner, but also at inculcating desirable values and proper attitudes and habits of work in the students.

(2) The emphasis in teaching should shift from verbalism and memorization to learning through purposeful, concrete and realistic situation and, for this purpose, the principles of "Activity Method" and "Project Method", should be assimilated in school practice.

(3) In the teaching of all subjects special stress should be placed on clear thinking and clear expression both in speech and writing.

(4) A well thought-out attempt should be made to adopt methods of instruction to the needs of individual students as much as possible so that dull, average and bright students may all have a chance to progress at their own pace.

(5) Students should be given adequate opportunity to work in groups and to carry out group projects so as to develop in them the qualities necessary for group life and cooperative work.

(6) Every Secondary School should have a well-equipped school library; class libraries and subject libraries should also be utilised.

9. *Discipline* : (1) The education of character should be envisaged as the responsibility of all teachers and should be provided through every single aspect of school programme.

(2) In order to promote discipline, personal contact between teacher and the pupils should be strengthened; self-government

in the form of house system with prefects or monitors and student-councils, whose responsibility will be to draw up a code of conduct and enforce its observance, should be introduced in all schools.

10. *Religious and Moral Instruction* : Religious instruction may be given in schools only on a voluntary basis and outside the regular school hours, such instruction being confined to the children of the particular faith concerned and given with the consent of the parents and the managements.

11. *Extra-Curricular Activities* : Extra-curricular activities should form an integral part of education imparted in the school and all teachers should devote a definite time to such activities.

12. *Guidance and Counselling in Secondary Schools* : Educational guidance should receive much greater attention on the part of the educational authorities. The services of trained guidance officers and career masters should be gradually made available to all schools.

13. *Health Education* : A properly organized school medical service should be built up in all States. A thorough medical examination of all pupils and necessary follow-up treatment where necessary should be carried out in all schools.

14. *Physical Education* : (1) All teachers below the age of 40 should actively participate in many of the physical activities of students and thus make them a lively part of the school programme.

(2) Full records of physical activities of the students must be maintained.

15. *A New Approach to Examination and Evaluation* : The number of examinations should be reduced and the element of subjectivity in the essay-type tests should be minimised by introducing objective tests. In the final assessment of the pupils due credit should be given to the internal tests and the school records of the pupils. The system of symbolic rather than numerical marking should be adopted. There should be only one public examination at the completion of the secondary school course.

16. *Improvement of the Teaching Personnel* : (1) The normal period of probation for a trained teacher should be one year.

(2) The teachers possessing the qualifications and performing the same type of work, should be treated on a par in the matter of grades of salary irrespective of the type of institution in which they are working.

(3) The system of triple benefit scheme, pension-cum-provident fund-cum-insurance, should be introduced in all States.

(4) Arbitration Boards or Committees should be established to look into the appeals and grievances of teachers.

(5) The age of retirement in the case of physically fit and competent teachers may be extended to 60 with the approval of the Director of Education.

(6) The children of teachers should be given free education throughout the school stage.

(7) Through a system of cooperative house building societies, teachers should be provided with quarters so as to enable them to live near the school.

(8) The practice of private tuitions by teachers should be abolished.

17. *Teacher Training*: (1) There should be only two types of institutions for teacher-training :

- (i) For those who have taken the School Leaving Certificate or Higher Secondary School Leaving Certificate, for whom the period of training should be two years ; and
- (ii) For graduates for whom the training may for the present, be of one academic year, but extended as a long-term programme to two academic years.

(2) During the period of training all the student-teachers should be given suitable stipends by the State.

(3) All Training Colleges should provide adequate residential facilities

18. *Organisation and Administration*: (1) There should be a Board of Secondary Education consisting of not more than 25 members with the Director of Education as its Chairman to deal with all matters of education at the secondary stage and to lay down general policies. A Sub-Committee of the Board should deal with the conduct of examinations.

(2) State Advisory Boards should be constituted in each State to advise the Department of Education on all matters pertaining to education.

19. *Inspection of Schools*: (1) The true role of an Inspector should be to study the problems of each school and view them comprehensively in the context of educational objectives, to formulate suggestions for improvement and help the teachers to carry out his advice and recommendations.

(2) In addition to direct recruitment, Inspectors should also be drawn from (i) teachers of ten years' experience, (ii) headmasters of High Schools, and (iii) duly qualified staff of Training Colleges who may be allowed to work as such for a period of three to five years.

20. *Managements of Schools* : (1) The Managing Boards of all schools should be registered and should consist of a limited number of persons with the Headmaster as an *ex-officio* member.

(2) No member of the Managing Board should directly or indirectly interfere with the internal administration of the school.

21. *School Building and Equipment* : (1) The open spaces available in cities must be conserved to be utilised as playground by groups of schools.

(2) Normally, in designing buildings for schools, care should be taken to see that an area of not less than 10 sq. ft. is provided per student in the class room.

(3) The optimum number of boys to be admitted to any class should be 30 and the maximum should not in any case exceed 40; the optimum number in the whole school should be 500 while the maximum should not exceed 750.

22. *Hours of Working and Vacations* : (1) As a rule the total number of working days in a school should not be less than two hundred, the working hours per week should be at least thirty-five periods of about forty-five minutes each; the school should work regularly for six days in the week, one of the days being a half day when the teachers and students might meet informally and work together on various extra-curricular and social projects.

(2) Normally during the year there should be a summer vacation of two months and two breaks of ten to fifteen days at suitable periods during the year.

✓ 23. *Finance* : (1) A cess called the Industrial Education Cess be levied, the amount collected to be utilised for the furtherance of technical and vocational education at the secondary stage.

(2) The Centre should assume a certain amount of direct responsibility for the contemplated reorganisation of secondary education and give financial aid for the purpose.

REPORT OF THE COMMITTEE FOR THE INTEGRATION OF POST-BASIC AND MULTIPURPOSE SCHOOLS*

Genesis: The Standing Committee of the Central Advisory Board of Education on Basic Education in their sixth meeting held in August, 1957, felt that the Multilateral schools and post-Basic schools should not be regarded as two parallel systems but each should be regarded as an integral part of the other. The Education Secretary was, therefore, requested to set up a small committee of experts from the Ministry of Education and the local education units for undertaking a comparative study of the syllabi of the Multilateral and the existing post-Basic schools and finding out common points which would help in bringing the two types nearer to each other. In pursuance of the recommendation of the Standing Committee on Basic Education, the Union Ministry of Education appointed a Committee in November, 1957.

Chairman: Dr. P.D. Shukla, Deputy Educational Adviser.

Members: Shri Veda Prakasha; Shri P.C. Sharma.

Terms of Reference: To undertake a comparative study of the syllabi of the Multilateral and the existing post-Basic schools and to find out common points with a view to bringing the two types nearer to each other.

Major Recommendations

1. The study of crafts in post-Basic schools should be considered equivalent to the study of the electives in the Multipurpose schools.

2. Necessary assistance should be provided to every post-Basic school to enable it to raise its standard of study in Humanities and Sciences to the same advanced level as is

*Published by the Ministry of Education, Government of India, 1960.

provided for them as electives in every Higher Secondary School.

3. A common scheme of examination for both the post-Basic schools and the Multipurpose schools should be instituted by the State Boards of Secondary Education. This should automatically imply the issue of the same certificate for students of the post-Basic schools as for those of other Higher Secondary schools.

4. During the interim period the Governments should recognise the school final examination of the post-Basic schools as equivalent to the certificates awarded to the students of other Higher Secondary Schools for purposes of employment and urge upon the universities to accord the same recognition to that examination for purposes of admission to institutions of higher learning.

5. As a matter of policy the products of post-Basic schools should, in the earlier stages, be given preference in the matter of employment on those special jobs for which their training has specially equipped them.

6. The recommendation of the All-India Commission for Secondary Education regarding the study of crafts as a compulsory subject should be implemented in all Higher Secondary and Multipurpose schools.

7. Every post-Basic school should suitably add the words 'Higher Secondary' to its name.

Higher Education

INTRODUCTION

One of the noteworthy acts of Warren Hastings, the first Governor-General of India, was the establishment of the Calcutta Madrasah in 1781, which paved the way for the founding of a number of institutions of higher education by different agencies with different ends in view. But in the strict sense, the modern higher education started with the *Wood's Despatch* (1854) described as 'The Magna Charta of English Education in India', which desired the Government to take up the responsibility of 'creating a properly articulated system of education from the primary school to the university' and of establishing universities at the Presidency towns, on the model of the London University with the purpose of conferring degrees upon such persons as would come from any of the affiliated institutions after passing some required examinations. Accordingly, Universities of Calcutta, Bombay and Madras were founded in 1857. In 1858, out of the 13 candidates who appeared for the first degree examination of the Calcutta University only two were successful, one of whom was Bankim Chandra Chatterjee, the famous novelist and author of *Vande Mataram*. The increase in the number of colleges and the vast extent of the areas under the jurisdiction of the three universities led to the establishment of a university in the Punjab in 1882, and of Allahabad University in 1887.

The *Education Commission* of 1882 is the next significant document. The problems of Indian universities were not within its scope. It, however, made certain recommendations about colleges: that the withdrawal of the State from the direct support and

management of institutions of higher education could only be by slow and cautious steps; that provision is to be made for ordinary and special grants to colleges; that there should be alternative courses in larger colleges, and that an attempt should be made to prepare a moral text-book. The recommendations of this Commission helped a rapid expansion of higher education. The number of affiliated colleges rose from 68 in 1882 to 192 in 1902. This increase in the number of colleges and their respective enrolments led to problems which had to be tackled. The Government appointed the *Universities Commission* in 1902 'to enquire into the condition and prospects of the universities established in British India; to consider and report upon any proposals which have been or may be made for improving their constitution and working, and to recommend such measures as may tend to elevate the standard of university teaching, and to promote the advancement of learning'. The main recommendations of the Commission included the following :—

1. The legal powers of the older universities should be enlarged so that all the universities may be recognised as Teaching Bodies.
2. The local limits of each university should be more accurately defined and the affiliated colleges in the Central Provinces, United Provinces, etc., should be removed from the Calcutta University.
3. The Senate, the Syndicate and the Faculties should be enlarged and made more representative than before.
4. The affiliation rules should be so framed that no institution once admitted to affiliation be allowed to fall below the standard of efficiency required for affiliation.
5. There should be a properly constituted Governing Body for each college.
6. The courses and methods of examination should be reorganized.
7. Attention should be paid to the residence and discipline of students.

The main recommendations of the Commission were incorporated in the *Universities Act* of 1904. The Senate of a university was to have 50 to 100 members including 20 elected

members in the older universities and 15 in the other two. Conditions for affiliation to a university were clearly laid down and were intended to be followed rigorously. The Indian opinion was very critical of this Act. The restricted number of seats open to election in the Senate was supposed to build a European majority and ensured European control. The new regulations for affiliation were considered a hindrance to Indian private enterprise in the field of education, and therefore, Lord Curzon was charged with 'a deliberate attempt to throttle higher education in India'. The immediate result was that the number of colleges decreased from 192 in 1902 to 170 in 1912. But the public demand for higher education could not be curbed as the restriction on the raising of new colleges only increased the enrolment of the individual colleges. The *Government Resolution on Education Policy (1913)* accepted the need for establishing more universities. It said, 'But it is necessary to restrict the area over which the affiliating universities have control by securing, in the first instance, a separate university for each of the leading provinces in India and secondly to create new local teaching and residential universities within each of the provinces in harmony with the best modern opinion, as to the right road to educational efficiency'. The declaration of this policy resulted in the creation of six new universities between 1913 and 1921: Banaras University founded by Pandit Madan Mohan Malaviya (incorporated in 1916), Aligarh Muslim University founded by Sir Syed Ahmed Khan (incorporated in 1920); Mysore University (1916) and Osmania University (1918) established by the princely States; and a teaching, unitary, and largely residential university at Lucknow (1920).

In 1916, the Government appointed a Commission for holding an enquiry into the problems of Calcutta University, but it was expected to study the organization and working of other Indian Universities to help it to formulate the Policy of the Calcutta University. The Commission submitted its report in 1919 which included the following important recommendations: (1) The 'Intermediate' classes of the university were to be transferred to secondary institutions; (2) Secondary and 'Intermediate' education was to be controlled by a Board of Secondary Education; (3) The duration of the degree course should be 3 years after the 'Intermediate' stage; (4) The teaching resources of the City of Calcutta were to be organized to create a real teaching University; (5) Problems of vocational and professional training

including that of teachers, lawyers, medical men, engineers, architects and agriculturists were to be seriously taken in hand by the University; (6) The medium of instruction for most subjects upto high school stage was to be 'Vernacular' but for later stages it should be English; (7) The method of examination needed radical reform.

With the establishment of new universities the need to co-ordinate their work became so urgent that in 1924 a *Conference of Indian Universities* decided to establish an Inter-University Board. This Board acted as an advisory body though its advice had not always been followed.

In 1935, the *Sapru Committee* had called attention to the alarming extent of unemployment among university graduates. The plan for post-war educational development prepared by the Central Advisory Board and published in 1944 (also known as the *Sargent Plan*) also noted that no systematic planning were made by the universities to adjust their output to the capacity of the employment market to absorb. It was felt that the students should be able to take full advantage of a university course. The Plan recommended that the intermediate course should be abolished, the degree course should be of 3 years, and tutorial system should be widely extended for ensuring closer personal contacts between teachers and students. It made a new and significant proposal for the establishment of a University Grants Committee, which was duly established in 1945.

After the independence the first action of real significance to be taken by the Government of India in the field of education was the appointment of a *University Commission* in 1948 under the chairmanship of Dr. S. Radhakrishnan, a distinguished scholar and former Vice-Chancellor of Banaras University, who rose to become the second President of India. It was an admirable choice. Many, however, expressed surprise that the Government would attempt to solve the educational problems of the vast illiterate population by beginning with the top storey rather than the basement. The Commission itself has given the explanation that if the ambitious plans of the Indian leaders for the industrialization of the country are to be realized, we have to increase the number of professional colleges to produce requisite number of graduates. The report of this Commission is a document of great importance as it has guided the development of university education in India since independence. Its recommendation of school course covering

12 years and including the intermediate stage, and degree course of 3 years was the same as that made by the *Calcutta University Commission*. It also recommended that the university teaching be made more attractive by improving the conditions of service; professional education be brought in close contact with practical work and be developed according to the new needs of the country; a Central Grants Commission be established; the basis for the federal language be provided by Western Hindi, but English should continue to occupy an important place in India's academic and intellectual life. The Commission courageously tackled the problem of religious education, whereas earlier the Central Board had failed to arrive at any agreed recommendation on the subject, while preparing the post-war educational development plan.

The *Report of the Education Commission (1964-66)* is our last important document in which higher education receives a disproportionate emphasis and takes up a good bulk of space. This exhaustive treatment of the third level of education was necessary for its direct and immediate impact on the national economy, and it became possible as most of the members of the Commission and its consultants were specialists in the field. The three programmes of high priority comprised the expansion to meet the manpower needs of national development, improvement in the quality of higher education and improvement of university organization and administration. Development of six 'major universities' as pace-setters, autonomous status to outstanding affiliated colleges, student services as an integral part of education, emphasis on science education and research, dynamic techniques of management and organization of universities, and U.G.C.'s role as representative of the entire spectrum of higher education are some of the points of interest among the voluminous recommendations.

Long before the U.G.C. was established, the Inter-University Board set up by the Indian Universities in 1924 acted as an advisory agency. The advisory work was taken up by the University Grants Committee set up in 1945 in response to the recommendation contained in the Sargent Plan. From a Committee it became a Commission in 1953 through an executive order of the Government of India based on the recommendation of the *University Education Commission*. The U.G.C. received its statutory status under the U.G.C. Act of 1956.

Besides being a paying, allocating and dispensing body, the U.G.C. performs numerous other functions. Its significant achievements include the introduction of the three-year degree course, promotion of research, revision of pay-scales, improvement of libraries and laboratories and raising of standards. The Education Commission's view that all higher education should be regarded as an integrated whole and should be brought within the purview of the U.G.C. is very significant.

There has been a large expansion particularly after 1921, when education was transferred to Indian control. Between 1921 and 1947 nine more universities were established. At the time of partition, 19 universities came to India. Since independence there has been a much more rapid expansion. The number of universities has increased from 19 to 79 in 1970. In addition, ten institutions have been deemed to be universities under Section 3 of the U.G.C. Act. This comes to an average of about three universities per year, a significant achievement. Among the several factors responsible for this vast expansion in higher education after independence, mention may be made of the traditional social status attached to a university degree, the awakening among the rural people and backward classes for social advancement, the keen competition for worthwhile jobs for which higher education becomes the 'optimum' qualification, a rapid opening of new colleges in small and out-of-the way places, and the absence of adequate employment opportunities for young persons who are forced to go in for university education as they have nothing else to do.

These several educational documents as discussed in the foregoing paragraphs have not only remained as historical landmarks, but have periodically provided the motive power spurring the quantitative as well as the qualitative progress of higher education in India. This *Section* provides the major recommendations made by the two Commissions and various important Committees set up to consider the problems of higher education. Of particular interest will be the several reports submitted by the Committees appointed by the U.G.C. to examine the various aspects of the problem of improving quality and raising the standards of higher education.

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THE REPORT OF THE UNIVERSITY EDUCATION COMMISSION (1948-49)*

Genesis: The University Education Commission was appointed by the Government of India 'to report on Indian University Education and suggest improvements and extensions that may be desirable to suit present and future requirements of the country'. The scope of the enquiry was set forth in the Resolution of the Government of India, Ministry of Education, dated 4 November 1948. The Commission was inaugurated on 6 December 1948. It submitted its Report in August 1949.

Chairman

1. Dr. S. Radhakrishnan, Spalding Professor of Eastern Religions and Ethics at the University of Oxford.

Members

2. Dr. Tara Chand, Secretary and Educational Adviser to the Government of India.
3. Sir James F. Duff, Vice-Chancellor, University of Durham.
4. Dr. Zakir Husain, Vice-Chancellor, Muslim University Aligarh.
5. Dr. Arthur, Former President, Antioch College. First Chairman, Tennessee Valley Authority, President, Community Service Inc.
6. Dr. A. Lakshmanaswami Mudaliar, Vice-Chancellor, University of Madras.
7. Dr. Meghnad Saha, Palit Professor of Physics, Dean, Faculty of Science; and President, Post-Graduate Council of Science, University of Calcutta.
8. Dr. Karm Narayan Bahl, Professor of Zoology, University of Lucknow.

*Published by the Ministry of Education, Government of India, 1950.

9. Dr. John J. Tigert, Formerly Commissioner of Education of the United States, and President Emeritus of the University of Florida.
10. Shri Nirmal Kumar Sidhanta, Professor of English and Dean, Faculty of Arts, University of Lucknow (Secretary).

Terms of Reference: The terms of the reference of the Commission were to consider and make recommendations in regard to:

- (a) The aims and objects of university education and research in India.
- (b) The changes considered necessary and desirable in the constitution, control, functions and jurisdiction of universities in India and their relations with Government, Central and Provincial.
- (c) The Finance of Universities.
- (d) The Maintenance of the highest standards of teaching and examination in the universities and colleges under their control.
- (e) The courses of study in the universities with special reference to the maintenance of a sound balance between the Humanities and the Sciences and between pure science and technological training and the duration of such courses.
- (f) The standards of admission to university courses of study with reference to the desirabilities of an independent university entrance examination and the avoidance of unfair discrimination which militate against Fundamental Right 23(2).
- (g) The medium of instruction in the universities.
- (h) The provision for advanced study in Indian culture, history, literatures, languages, philosophy and fine arts.
- (i) The need for more universities on a regional or other basis.
- (j) The organisation of advanced research in all branches of knowledge in the universities and institutes of higher research in a well co-ordinated fashion avoiding waste of effort and resources.

- (k) Religious instruction in the universities.
- (l) The special problems of the Banaras Hindu University, the Aligarh Muslim University, the Delhi University and other institutions of an all-India character.
- (m) The qualifications, conditions of service, salaries, privileges and functions of teachers and the encouragement of original research by teachers.
- (n) The discipline of students, hostels and the organisation of tutorial work and any other matter which is germane and essential to a complete and comprehensive enquiry into all aspects of university education and advanced research in India.

From Chapter II

The Aims of University Education :

A life of strenuous endeavour for human betterment is not possible, if we are not persuaded that life has a meaning... This is a generation which knows how to doubt but not how to admire, much less to believe. This aimlessness, this indifference to basic issues, is to no small extent, responsible for the decline of standards, for the fading of ideals, for the defeat of human endeavour.

Our ancient teachers tried to teach subject and impart wisdom... We cannot be wise without some basis of knowledge though we may easily acquire knowledge and remain devoid of wisdom. To use the words of the Upanisad, we may be the knowers of texts (*mantravit*) and not knowers of self (*atmavit*)... No amount of factual information would make ordinary men into educated or 'virtuous' men unless something awakened in them an innate ability to live the life of the soul.

'Where is the wisdom we have lost in knowledge ?
Where is the knowledge we have lost in information ?
The cycles of Heaven in twenty centuries,
Bring us farther from God and nearer to the dust.'

Since education is both a training of minds and a training of souls, it should give both knowledge and wisdom.

The outlines of the social philosophy which should govern all our institutions, educational as well as economic and political, are indicated in the preamble to our Draft Constitution.

We are engaged in a quest for democracy through the realisation of justice, liberty, equality and fraternity.

The basis of democracy is the belief in the inherent worth of the individual, in the dignity and value of human life.

Education is not a discipline imposed from above on an apathetic or acquiescent nature. It is a process of leading up the inward nature to its fulfilment. All true development is self-development.

The process of education as growth is continuous and life-long. It is said that a pupil gets a fourth of his education from his teacher, another fourth by his own intellectual effort, a third fourth from his fellow students and the rest in course of time through life and experience.

A human being lives in the world of nature but apprehends a world of values. We can break him on the wheel, burn him at the stake, bury him alive in a concentration camp or crucify him, but we cannot make him lie or steal or betray the cause he believes in. Our education should encourage the development in its members of fearlessness of mind, strength of conscience and integrity of purpose. If human life is to remain human, it must deepen and live by a sense of moral obligation. Without moral freedom there can be no true democracy. Freedom and justice in the world depend on there being enough men and women who say "We will obey God rather than men". For the sake of the soul we may sometimes have to abandon the world.

The chief source of spiritual nourishment for any people must be its own past perpetually rediscovered and renewed. A society without a knowledge of the past which has made it would be lacking in depth and dignity.

We must be critical and selective and use the past to illumine the present. We should not blindly give up the great values of our past nor should we cling to beliefs simply because they are ancient. We should accept so much of ancient thought as is sympathetic to us.

No nation is healthy that parts company with its traditions. Social development is an organic process. The continuing influence of the past on the present cannot be ignored. Our art and literature, our law and history, belong to the main stream of our culture. Every Indian student should get to know the main outlines of the history of India, which is not a mere chronicle of dates and defeats, of follies and failures. He should know the lives of the

heroes who express the spirits of our civilisation, the seers of the Vedas, the Buddha and Samkara, Asoka and Akbar. A habitual vision of greatness is the way to culture growth. Those who have not greatness in themselves—they are the vast majority—should live in the company of the great. Culture is an attitude of mind, an inclination of the spirit and those who yearn for it wish to have a vision of greatness, sit in the presence of nobility, see the highest reach and scope of the spirit of man.

Democracy depends for its very life on a high standard of general, vocational and professional education. Dissemination of learning, incessant search for new knowledge, unceasing effort to plumb the meaning of life, provision for professional education to satisfy the occupational needs of our society are the vital tasks of higher education.

If we claim to be civilized, we must develop thought for the poor and the suffering, chivalrous regard and respect for women, faith in human brotherhood regardless of race or colour, nation or religion, love of peace and freedom, abhorrence of cruelty and ceaseless devotion to the claims of justice.

We cannot preserve real freedom unless we preserve the values of democracy, justice and liberty, equality and fraternity. It is the ideal towards which we should work... "Utopias are sweet dreams", wrote Kant, "but to strive relentlessly toward them is the duty of the citizen and of the statesmen as well". Universities must stand for these ideal causes, which can never be lost so long as men seek wisdom and follow righteousness.

Major Recommendations

1. *Teaching Staff*: There be four classes of teachers—Professors, Readers, Lecturers and Instructors. Promotions from one category to another be solely on grounds of merit.

2. *Standard of Teaching*: The standard of admission to the university course should correspond to that of the present intermediate examination, i.e. after the completion of 12 years of study at a school and an intermediate college.

(2) To avoid overcrowding at universities and colleges, the maximum number in the Arts and Science faculties of a teaching university be fixed at 3,000 and in an affiliated college at 1,500.

(3) The number of working days be substantially increased

to ensure a minimum of 180 in the year, exclusive of examination days.

3. *Courses of Study*: Without unnecessary delay the principles and practice of general education be introduced, so as to correct the extreme specialization which now is common in our intermediate and degree programmes.

4. *Post-Graduate Training and Research*: (1) A Ph. D. student should not become a narrow specialist, but his grasp of his subject should be characterized both by breadth and depth.

(2) University teachers should give the community punctuality, efficiency and devotion to duty in relation to their teaching work. and new ideas and newer methods in relation to their research work.

5. *Professional Education*: (1) *Agriculture*. The study of agriculture in primary, secondary and higher education be given high priority in national economic planning. So far as is feasible, agricultural education be given a rural setting.

(2) *Commerce*. A commerce student should be given opportunities for practical work in three or four different kinds of firms.

(3) *Education*. The course be remodelled and more time given to school practice and more weight given to practice in assessing the students' performances.

(4) *Engineering and Technology*. The number of engineering schools of different grades be increased particularly for training of grades 4 and 5 (foremen, craftsmen, draftsmen overseers, etc.).

In establishing new engineering colleges or institutes there be fresh, critical inquiry as to the types of engineering service needed in India. Uncritical repetition and imitation of existing institutions here and abroad should be avoided.

(5) *Law*. A three-year degree course be offered in special legal subjects. Students pursuing degree courses in law shall not be permitted to carry other degree courses simultaneously except in a few instances where advanced students have proved their interest and are studying related subjects in law and some other fields.

(6) *Medicine*. The maximum number of admission to a medical college be 100, provided the staff and equipment for that number are available.

6. *Religious Education*. (1) All educational institutions should start work with a few minutes for silent meditation.

(2) In the first year lives of the great religious leaders like Gautama the Buddha, Confucius, Zoroaster, Socrates, Jesus, Samkara, Ramanuja, Madhva, Mohammad, Kabir, Nanak, Gandhi be taught.

(3) In the second year some selections of a universalist character from the scriptures of the world be studied.

(4) In the third year, the central problems of the philosophy of religion be considered.

7. *Medium of Instruction.* (1) The Federal Language be developed through the assimilation of words from various sources and the retention of words which have already entered into Indian languages from different sources.

(2) International technical and scientific terminology be adopted, the borrowed words be properly assimilated.

(3) For the medium of instruction for higher education English be replaced as early as practicable by an Indian language which cannot be Sanskrit on account of vital difficulties.

(4) (a) Pupils at the Higher Secondary and University stages be made conversant with three languages—the regional language, the Federal language and English (the last one in order to acquire the ability to read books in English); and

(b) For the Federal language one script, Devanagri, be employed and some of its defects be removed.

(5) English be studied in High Schools and in the Universities in order that we may keep in touch with the living stream of ever-growing knowledge.

8. *Examinations:* (1) A university degree should not be required for government administrative services. Special State examinations for recruitment to the various services should be organised.

(2) No credit is given, at present, for classwork in courses except sometimes in the case of practical work. Such credit should be given.

(3) Three years will be involved for the first degree.

(4) The standards for success at the examination should as far as possible be uniform in the various universities and should be raised. We suggest that a candidate should get 70% or more marks to secure a first class, 55% to 69% for a second and at least 40% for a third.

9. *Students, Their Activities and Welfare:* (1) Two years of physical education be required for all students, men and women.

except those who are physically unfit or who are in the National Cadet Corps.

(2) Hostels be constructed in blocks of not more than fifty students per block, with common rooms and dining halls for four or five blocks.

(3) University Unions should be as free as possible from political activities.

(4) An Advisory Board of Student Welfare be organized in Universities which do not have such a body.

10. *Women's Education:* (1) Women students in general should be helped to see their normal places in a normal society, both as citizens and as women, and to prepare for it. College programmes should be so designed that it will be possible for them to do so.

(2) Standards of courtesy and social responsibility should be emphasized on the part of men in mixed colleges.

11. *Constitution and Control:* (1) University education be placed on the Concurrent list.

(2) The concern of the Central Government with the universities be with regard to finance, co-ordination of facilities in special subjects, adoption of national policies, ensuring minimum standards of efficient administration and liaison between universities and national research laboratories and scientific surveys etc.

12. *Finance:* The University Grants Commission be set up for allocating grants.

13. *Rural Universities:* Special attention be paid to the development of higher education in rural areas.

REPORT OF THE THREE-YEAR DEGREE COURSE ESTIMATES COMMITTEE*

Genesis : The Education Ministers' Conference held on the 2nd-3rd September, 1956, recommended the appointment of a Committee to work out the Estimates of Expenditure connected with the introduction of Three-Year Degree Course in Universities and Affiliated Colleges so that it might be possible for all universities to change over to the new pattern. In accordance with the above recommendation a Three-Year Degree Course Estimates Committee was set up on 1st October, 1956.

Chairman : Shri C.D. Deshmukh, Chairman, University Grants Commission.

Members : Shri K.G. Saiyidain ; Dr. G.F. Lakhani ; Shri K.L. Joshi ; Shri C.S. Menon ; Dr. G.S. Mahajani ; Dr. A.L. Mudaliar ; Shri Vinod Chandra Sharma ; Shri K.P. Sinha ; Shri S. Govindarajulu ; Dr. D.M. Sen ; Dr. H.C. Gupta (Secretary).

Terms of Reference : To make recommendations regarding the best manner in which three-year degree course could be introduced in the affiliated colleges and universities in the country ; to frame the estimates of expenditure involved in the reorganisation of collegiate education implicit in the introduction of Three-Year Degree Course ; to suggest the proportions in which the expenditure may be shared between the Central Government and the State Governments ; to recommend the best manner in which interim grants from Central Government may be made to the State Governments for the year 1956-57 ; to consider and examine the future of the Intermediate colleges ; and to consider any other issues which may be relevant.

Major Recommendations

1. The Three-Year Degree Course should be introduced in as many universities as possible during the Second Five-Year Plan period.

2. The Unit of reorganisation should be a university and not a college, so that no university will give two types of degrees for the same courses.

3. During the transitional period, students passing the Intermediate Examination should be admitted to the second year of the three year degree course.

4. The total amount which would be required to introduce the reform including recurring expenditure for four years, will be about Rs. 25 crores.

5. The expenditure involved in introducing the reform should be shared between the Central and State Governments in equal proportion.

6. During the Second Five-Year Plan period, the Central Government should give Rs. 7.5 crores, including Rs. 2.5 crores to be made available by the University Grants Commission. A similar amount should be found by the State Governments including contributions from Private Managements. The total amount available will thus be Rs. 15 crores which will be sufficient for upgrading 180 Intermediate Colleges and reorganising 300 Degree Colleges which should be taken as the targets for the Second Five-Year Plan.

7. There should be a public examination at the end of the pre-University class.

8. Professional colleges should either conduct their own admission tests or select candidates for pre-professional courses on the basis of Higher Secondary/Pre-University examination.

9. The number of students should be restricted to 800-1,000 per college.

10. While the Three-Year Degree Course is introduced, steps should be taken to improve the quality of collegiate education in general. For this purpose from the grants available, it is necessary to revise syllabuses, introduce General Education Courses, reduce over-crowding in colleges, improve the teacher-pupil ratio, strengthen laboratories, replenish libraries and, wherever possible, institute tutorial system.

11. The State of U.P. will present a special problem because of the entirely different system operating in that State.

REPORT OF THE COMMITTEE OF MEMBERS OF PARLIAMENT ON HIGHER EDUCATION*

Genesis : On the recommendation of the Informal Consultative Committee of Members of Parliament on Education that University education should be a Union subject, the Ministry of Education set up a Committee of certain Members of Parliament in 1963 under the chairmanship of Shri P.N. Sapro for the purpose of examining the constitutional provisions on higher education.

Chairman : Shri P.N. Sapro.

Members : Sarvashri C.K. Bhattacharya ; M.P. Bhargava ; Amar Nath Vidyalkar ; Sidheshwar Prasad ; P. Muthiah ; Satya Charan ; P.K. Vasudevan Nair.

Terms of Reference : (a) To examine the provisions of the Constitution regarding the responsibility of the Central Government in the field of higher education with a view to finding out the extent to which the Centre could assume greater responsibility in this field ; and

(b) To suggest appropriate steps to be taken for the purpose.

Major Recommendations

1. University and higher education should be transferred from the State List to the Concurrent List, retaining intact Entry 66 in the Union List. Under this arrangement the State Governments will continue, as at present, to be responsible for the maintenance of universities.

2. The University Grants Commission should have 15 members, of whom at least five should be full time Members, men of the highest standing in the educational world. They should be persons of the status of Vice-Chancellors. Serving Vice-Chancellors should not be appointed as Members of the Commission.

* Published by the Ministry of Education, Government of India, 1964.

3. Both State Governments and universities find it difficult to provide matching funds depending on the merits of the case, the conditions of grant should be liberalized.

4. Steps should be taken to see that more and more colleges adopt the pay scales prescribed by the Commission for affiliated colleges.

5. Professional education cannot be completely divorced from general education. Professional education including Medical (Basic), Agricultural, Engineering and Law should also come within the purview of the University.

6. A real improvement in university education is not possible without a corresponding increase in the efficiency of our secondary education. Vigorous steps should be taken to improve the quality of secondary education.

7. The number of scholarships for university education and research should be considerably increased in institutions of higher education.

8. The number of scholarships for higher education for women students should be considerably increased.

9. The University Grants Commission Act should be so amended as to make it obligatory on the part of a State Government to consult the Commission before setting up a new university. This change cannot be effected if education is not made a concurrent subject.

10. The Inter-University Board should be made more effective and it should more and more be regarded as the spokesman of university opinion.

11. The universities should pursue a common policy in regard to admissions.

12. Morning, evening colleges and correspondence courses should be established for the benefit of those who are unable to pursue regular courses.

REPORT ON STANDARDS OF UNIVERSITY EDUCATION*

Genesis : One of the important functions of the University Grants Commission is to take, in consultation with the universities or other bodies concerned, all such steps, as it may think fit, for the promotion and co-ordination of university education and for the determination and maintenance of standards of teaching, examination and research in universities.

In order to undertake a systematic and objective investigation of problems relating to the standards of higher education in Indian universities, the University Grants Commission appointed a committee in August, 1961.

Chairman : Professor N.K. Sidhanta, Vice-Chancellor, Delhi University. (Unfortunately Dr. Sidhanta passed away in December, 1961. Shri Govindarajulu was appointed as a new Chairman in March, 1962.)

Members : Shri S. Govindarajulu (On his appointment as a Chairman in March, 1962, Dr. A.K. Das Gupta was appointed as a Member in his place). Dr. A.C. Joshi ; Shri G.D. Parikh ; Shri G.C. Bannerjee ; Shri R.M. Roy ; Dr. R.C. Majumdar ; Dr. George Kurian ; Prof. A.B. Lal ; Shri T.K.N. Menon, Dr. G.L. Datta ; Dr. P.J. Philip.

Terms of Reference : The terms of reference include an examination of various aspects of the problem of improving quality and raising standards in the field of higher education.

Major Recommendations

1. *Aims of University Education in India* : Universities should lay much greater stress on development oriented education. The pursuit of liberal values should be a perennial activity. The universities have to preserve and communicate the existing knowledge and to advance the frontiers of knowledge. They should try to develop in them a modern Indian outlook, which requires a

*Published by the University Grants Commission, 1965.

reinterpretation and adaptation of our traditional values in the context of the contemporary situation. Universities should reflect and respond to the life of the people living around them. A national outlook and purpose has also to be cultivated by a deliberate pursuit of national ends in preference to local interests.

2. *Evaluation of Standards*: (1) For a variety of reasons, a categorical answer cannot be given to the question whether standards have deteriorated during the last 10 or 15 years. Standards are said to have declined from the point of view of examination results as also with reference to the expectations entertained by the employing agencies and the general public.

(2) The general opinion, however, seems to be that while the quality of the best students is as good, as ever, the average of an Indian university does not compare favourably with his counterpart in some of the well-known universities in the world.

3. *Admission Policy*: (1) There are several ways in which a more careful selection of students could be made such as approving only such students as have secured a fairly high percentage of marks at the school examinations or special weightage being given to marks in important subjects like languages and mathematics.

(2) The school system should contain a number of terminal points from which students could be diverted to technical and vocational courses.

(3) Another solution consists in a large scale expansion of facilities for correspondence courses, part-time courses, etc.

4. *Courses of Study*: The problem of formulating suitable courses of study in Indian universities has to be judged in the light of the rapid advances being made in the field of knowledge, particularly in Science and Technology.

5. *Undergraduate Education*: (1) In recent years there is a general agreement on the total duration of school and university education being 15 years.

(2) The pattern of having 10 years of school education followed by two years in an intermediate or junior college and three years in a degree college deserves serious consideration. The junior college could provide an opportunity to a large number of students to acquire a university degree without having to proceed further, besides being a point for dispersal to vocational and technical courses.

6. *Postgraduate Studies and Research*: (1) The chief aim of postgraduate education should be the acquisition of

specialised knowledge. The courses should produce competent scholars and scientists for employment mainly in the learned professions.

(2) The proper method of developing postgraduate education in the colleges is to organise it in places where at least 3 to 4 good colleges may pool their resources in equipment and teaching personnel.

7. *Science Education* : (1) Standards of Science teaching should be improved at the school level in order to provide adequate foundation for upgrading standards at the university level.

(2) The programme undertaken by the University Grants Commission of organising summer institutes for improving the teaching of Science in schools needs considerable expansion.

(3) Students with scientific potentialities should be identified sufficiently early and given special attention and care.

(4) Requisite facilities by way of laboratories, equipment etc. should be provided to enable universities, to introduce modern techniques in teaching Science.

8. *Improvement of Teaching* : (1) The dictation of notes in university classes should be discouraged. It will however be useful if the teacher prepares a synopsis of his lectures containing carefully selected bibliography and makes it available to the students for their guidance.

(2) Encouragement should be given to students to go to the library, select books and read for themselves. One method of doing this would be to insist upon more written assignments and tutorials during the course of the year.

(3) Universities are facing an acute shortage of good teachers. Conditions have, therefore, to be created for attracting and retaining in the teaching profession the services of well-qualified people.

9. *Medium of Instruction* : (1) Change-over to the regional as the medium of instruction at the university stage requires careful preparation. Unless an Indian language has grown upto its full academic stature, it would be unwise to introduce it as the medium of instruction at the university stage.

(2) Before any change-over is brought about, universities must satisfy themselves about the competence of teachers to teach in the language concerned and about the availability of sufficient number of good books.

(3) Even when the medium of instruction is changed to a regional language, it would be necessary to provide for imparting

adequate knowledge of English, for English is a great integrating factor both for unity in India and for access to world literature.

10. *Examination Reform* : (1) There should be a combination of different methods of evaluation as well as the objectives and written types of examination.

(2) Universities should arrange convenient spacing of examinations. The system of holding a final comprehensive examination has become out-dated in view of the rapidly growing content of knowledge which has considerably heightened the burden of the student.

(3) Every paper should be related to such educational objectives as recall of knowledge, comprehension, application, analysis, synthesis and evaluation.

(4) Marks in different subjects should be scaled to a common mean and standard deviation before they are combined.

11. *Colleges* : (1) There should be a reasonably uniform system of granting affiliation to colleges all over the country. The norms and conditions formulated by the college committee of the U.G.C. in regard to staff requirements and physical and other facilities should be strictly adhered to.

(2) The possibility of every university setting up a college or 'centre' under its own auspices to serve as a 'pace-setter' for other colleges should be explored. Such colleges can in turn grow into full-fledged universities in due course.

(3) The system of government meeting 90% of the deficit of the constituent colleges of Delhi University should be extended to other colleges also.

12. *Organisation of the University* : (1) Universities should have a high degree of autonomy. They should have the freedom to choose their students, to appoint their staff, to organise their courses of study etc.

(2) Participation of lay-men in the legislative and administrative organs of the University may be desirable, but in no case, should they be allowed to become a hampering factor in the performance of academic activities.

13. *Maintenance and Coordination of Standards* : (1) The academic activities of the University Grants Commission such as the holding of seminars and conferences, appointment of review committees, setting up of centres of advanced study, etc., need to be strengthened further.

(2) Unless the present outlay on higher education as also the cost per student is sufficiently increased, many of our institutions will not be able to rise above sub-standards.

REPORT OF THE COMMITTEE ON COLLEGES*

Genesis: The unprecedented rise in the number of colleges and their enrolment does not merely pose a challenge to the physical and financial resources of the country. Nor is it merely a question of providing more space, more equipment, more money and more teachers. Here one has to reckon with the problem of providing a worth-while and meaningful education to a mass of young persons who have vast individual and group differences in ability and achievement, aptitude and ambition. In September 1962, a small Committee was constituted to advise the University Grants Commission on the general policy to be followed in developing colleges, to make suggestions regarding the proper and effective utilisation of the limited resources available for this purpose and to recommend ways and means of maintaining and improving the standards of collegiate education. In April, 1964, this Committee was reconstituted.

Chairman: Dr. G.S. Mahajani.

Terms of Reference: To suggest measures to improve collegiate education in fields of arts, science, commerce and education; and to suggest any steps in this regard for the Fourth Plan.

Major Recommendations

1. *Reorganization of Undergraduate Education*: (1) The school and pre-university course should extend for atleast 12 years. This would ensure a minimum entrance age of 18 to the first degree course, assuming that students will be admitted to schools at six.

(2) It would be desirable to have two public examinations, first, at the Matriculation stage and, the second, at the old Intermediate level which may now be called the pre-degree or pre-university course.

*Published by the University Grants Commission, 1967.

(3) For students who do not intend or cannot pursue further education after graduation, a 2-year first degree course of balanced education after 12 years of schooling should be deemed sufficient.

(4) There may be an Honours course of 3 years apart from the Pass course for the better students after a 12 year period of schooling. Those of the undergraduate students who have demonstrated an aptitude for scholarly work in the 2-years pass could be given 3rd year of Honours course.

(5) Admission to post graduate course of 2 years' duration may be open only to honours students.

(6) The undergraduate course should be so designed that it provides (i) adequate preparation to the outstanding students to enter an Honours course of 1 year for eventual admission to a post graduate course ; (ii) preparation for developing basic skills and knowledge necessary for and employment in various professions and industries ; and (iii) transmission of our cultural and traditional heritage and a common standard of enlightened citizenship.

2. *The Tutorial System*: A system of tutorials should provide to the student personal contact with the teacher both in and outside the classroom for discussion of individual and personal problems, for planning and executing a good programme of studies and for stimulating the student to a pursuit of meaningful goals and intellectual attainments.

3. *New Colleges*: New colleges should be started only after exploring the capacity of the existing ones for further growth and development.

4. *Conditions of Affiliation*: No college should, however, be affiliated without the express approval of the university. It is desirable that the University Grants Commission lays down some minimum standard conditions of affiliation.

5. *Grant-in-aid Code Rules*: (1) One way of dealing with the problem of liberalising grant-in-aid code, rules would be to assign the function of reviewing these codes, rules together with the salary scales of college teachers to what may be called the "Collegiate Grant Committee", to be set up by the State Government whose advice should be accepted in regard to such matters.

(2) The pattern of grant-in-aid given by the University Grants Commission to colleges in Delhi would seem to be the best way of meeting the requirements of the affiliated colleges.

6. *Post-graduate Education* : No single college should start post-graduate courses without co-operative assistance from the university and unless it has a minimum staff of three qualified teachers for each subject.

7. *Autonomous Colleges* : One of the practical methods of improving the standards of higher education in India would be to select a few colleges on the basis of their past work, influence, traditions, maturity and academic standards and give them an 'autonomous' status with freedom to develop their personalities, experiment with new ideas, frame their own syllabi in consultation with the university, devise and conduct their examinations and initiate new measures. This does not mean that the autonomous colleges will have a university (degree-giving) status.

8. *Other Conditions of Excellence* : (1) Colleges may be encouraged to admit students from other States and, if necessary, subsidised for the purpose.

(2) All teachers, teaching at university level, should be classified into three main categories—Professors, Readers and Lecturers. The present disparities in respect of pay between teachers in colleges and those in the universities should be reduced to the minimum, if not completely eliminated.

9. *UGC's Assistance to Affiliated Colleges* : (1) The present scheme of University Grants Commission aid to affiliated colleges may continue during the Fourth Plan period.

(2) The scheme of Summer Institutes may be extended to cover all subjects including Humanities, and the Social Sciences.

(3) The Student's Unions in the colleges may be encouraged and welcomed and sometimes even assisted instead of being merely tolerated as at present. Healthy unions are those which satisfy the following three conditions :

(i) The constitution of the union should have an article that its members may not practise, preach, encourage or even tolerate 'direct' action ; (ii) the accounts of the union should be submitted at regular intervals for independent audit ; and (iii) office-bearers of the union should give to the head of the institution prior information of the union's programmes and activities.

FROM THE REPORT OF THE EDUCATION COMMISSION (1964-66)
ON HIGHER EDUCATION

Major Recommendations

CHAPTER XI

HIGHER EDUCATION: OBJECTIVES AND IMPROVEMENT

1. *Objectives of Universities.* In broad terms, the functions of the universities in the modern world may be said to be the following :

- To seek and cultivate new knowledge, to engage vigorously and fearlessly in the pursuit of truth, and to interpret old knowledge and beliefs in the light of new needs and discoveries ;
- To provide the right kind of leadership in all walks of life, to identify gifted youth and help them develop their potential to the full by cultivating physical fitness, developing the powers of the mind and cultivating right interests, attitudes and moral and intellectual values ;
- To provide society with competent men and women trained in agriculture, arts, medicine, science and technology and various other professions, who will also be cultivated individuals, imbued with a sense of social purpose ;
- To strive to promote equality and social justice and to reduce social and cultural differences through diffusion of education ; and
- To foster in the teachers and students, and through them in society generally, the attitudes and values needed

for developing the 'good life' in individuals and society. (11.02)*

2. *Major Universities.* The most important reform in higher education is the development of some major universities' where first-class post-graduate work and research would be possible and whose standards would be comparable to the best institutions of their type in any part of the world. The U.G.C. should select, as soon as possible, from amongst the existing universities, about six universities (including one of the IIT's and one Agricultural University) for development as major universities. (11.17-19)

3. *Medium of Education.* The regional languages should be adopted as media of education at the university stage in phased programme spread over ten years. At the earlier stage of the undergraduate course, the bulk of the instruction may be given through the regional language while at the post graduate stage, it may be in English. The teaching of important library languages other than English should be stressed, in particular the study of Russian, on a larger scale. (11.58-60)

4. *Student Services.* Student services are not merely a welfare activity but constitute an integral part of education. These should include orientation for new students, health services, residential facilities, guidance and counselling including vocational placement, student activities and financial aid. (11.63)

5. *Student Discipline.* Education should enable young men and women to learn and practise civilized forms of behaviour and to commit themselves to special values of significance. The responsibility for indiscipline taking place is multilateral and no effective solution is possible unless each agency—students, parents, teachers, State Governments and political parties—does its own duty. Earnest efforts should be made to remove the educational deficiencies that contribute to student unrest.

The incentive to positive discipline have to come from opportunities that the institution presents to the intellectual and social demands it makes on the students. The whole university life should be treated as one and polarization between teachers, students and administration should be avoided. (11.77-80)

*The figures within brackets at the end of each recommendation indicate respectively—

1. The number of the chapter in the Report; and
2. The number of the paragraph.

CHAPTER XII

HIGHER EDUCATION: ENROLMENT AND PROGRAMMES

1. *Selective Admission.* Since the demand for higher education will be much larger than the provision that can be made for it or is needed on the basis of manpower needs, a system of selective admissions will have to be adopted. (12.10)

2. *Part-time Education.* Opportunities for part-time education (correspondence courses, evening colleges) should be extended widely and should include courses in science and technology. (12.21)

3. *College Size.* A college should normally have a minimum enrolment of 500 and it would be preferable to raise it to 1,000 or more in as many colleges as possible. (12.23-24)

4. *Education of Women.* At present, the proportion of women students to men students in higher education is 1 : 4. This should be increased to about 1 : 3 to meet the requirements for educated women in different fields (12.32)

5. *Study of Humanities.* The need for strengthening the humanities cannot be overstressed. In science education, we shall have to depend inevitably on developments in advanced countries with which we will not be able to catch up in the foreseeable future. To redress the balance, our scholars should strive to make significant contributions to the sum total of human knowledge and experience in the fields of the social and pedagogical sciences and humanistic studies, where our old traditions and the present challenges posed by social development present unique opportunities for creative work. (12.58-59)

6. *Educational Research.* Urgent steps have to be taken to develop educational research and relate it effectively to the formulation of educational policies and improvement of education. It is desirable to set up a National Academy of Education consisting of eminent educationists, broadly on the lines of the National Institute of Science, to promote educational thought and research. An Education Research Council should be set up in the Ministry of Education for the promotion of research. (12.60-62)

CHAPTER XIII

THE GOVERNANCE OF UNIVERSITIES

1. *University Autonomy.* The proper sphere of university autonomy lies in the selection of students, the appointment and promotion of teachers and the determination of courses of study, methods of teaching and the selection of areas and problems of research. (13.05)

2. *Role and Appointment of the Vice-Chancellors.* The Vice-Chancellor should, as a rule, be a distinguished educationist or eminent scholar with adequate administrative experience. The term of office of the Vice-Chancellor should be five years and he should not be appointed for more than two terms in the same university. All posts of Vice-Chancellors should be whole-time and carry a salary. The retirement age for the Vice-Chancellor should be 65 years. (13.37-38)

3. *The Inter-University Board.* All statutory or deemed universities should become members of the IUB automatically. The degree or diplomas granted by a statutory or deemed university in India should receive automatic recognition from all the other statutory or deemed universities. (13.62-64)

4. *The University Grants Commission.* All higher education should be regarded as an integrated whole and the UGC should eventually represent the entire spectrum of higher education. The UGC should consist of 12 to 15 members; not more than one-third should be officials of government and at least one-third from the universities. The responsibility of coordinating standards should continue to vest in one body, viz., the UGC. State UGC's should not, therefore, be created. The visiting committees appointed by the UGC should visit each university every three years and work in greater detail and depth. (13.67-76)

CHAPTER XIV

EDUCATION FOR AGRICULTURE

1. *Agricultural Universities.* At least one agricultural university should be established in each State. (14.07)

2. *Agricultural Polytechnics.* Agricultural polytechnics at post-matriculation level should be organised on a priority basis.

These should be attached to agricultural universities and be large institutions with enrolments around 1,000 students. (14.38)

3. *Agricultural Education in Schools.* Attempts to train for vocational competence in farming through formal schooling in agriculture at primary and lower secondary levels have failed and further efforts should be held in abeyance. Instead of any narrow vocational training the school should impart a sound general education with particular emphasis on mathematics and science, as the best preparation for coping with the inevitable rapid changes characterizing our future agriculture. The proposals for setting up junior agricultural schools should be abandoned. (14.44-49)

4. *Agricultural Education as Part of General Education.* In all primary schools including those in urban areas, some orientation to agriculture should form an integral part of general education. Agriculture should also be made an important part of the work-experience at the school stage. (14.50)

5. *Extension Programmes* The target should be to set up at least one primary extension centre in every community development block for purposes of extension work, within cycling distance of the area served. It is essential that these centres are manned by staff with a practical knowledge superior to that of the farmers whom they are educating and also that they receive the strongest support and guidance from the extension services of the agricultural university. Greater use should be made of successful farmers in the carrying out of extension work in education about agriculture generally. (14.58-65)

CHAPTER XV

VOCATIONAL, TECHNICAL AND ENGINEERING EDUCATION

1. A concerted and sustained programme is needed to ensure that by 1980 some 20 per cent of all enrolments at the lower secondary level and some 50 per cent beyond Class X are for part-time or full-time vocational and professional courses. Vocational education courses at school should be predominantly terminal in character, with adequate opportunities for the exceptionally gifted child to rejoin the mainstream and move higher through further study. (15.09-10)

2. *Training Semi-skilled and Skilled Workers.* There should be further expansion of facilities in ITI's, beginning by at least a doubling of available places in the fourth plan. Junior technical schools should be renamed Technical High Schools. (15.12-16)

3. *Technician Training.* (1) The overall ratio of engineers to technicians should be raised from the present figure of 1:1.4 to 1:2.5 by 1975 and to 1:3 or 4 by 1986.

(2) Courses for the training of technicians should be revised in the light of periodic investigations to be carried out in co-operation with industry, aimed at job analysis and specifications in terms of levels and clusters of skills and responsibilities for technicians.

(3) Diploma training should be more practical, by including industrial experience.

(4) Polytechnics should be located only in industrial areas.

(5) Teachers for polytechnics should be increasingly recruited from industry, by relaxing, if necessary, academic admission requirements. Salaries should not be linked to academic qualifications only.

(6) Teaching of science and mathematics in polytechnics should be strengthened. (15.19-27)

4. *Education of Engineers.* All institutions not conforming to the standards should be improved, converted to institutions training technicians or closed. Practical training for full-time degree students should commence from the third year of the course, and should be properly prepared and supervised in cooperation with the industry. Workshop practice should be more production-oriented. Courses at both degree and diploma levels should be diversified to meet the changing needs. (15.37-45)

5. *Manpower Requirements.* There is need for rigorous and more refined studies for estimating technical manpower requirements at all levels. Opening of new training facilities and admissions to courses should be linked to such forecasts. (15.62)

6. *Cooperation with Industry.* A central scheme of subsidy to industrial concerns providing facilities should be started. Suitably qualified training officers should be posted to such industry or groups of industries. (15.70)

7. *Correspondence Courses.* An immediate beginning should be made to develop a wide range of vocational and technical courses through correspondence. (15.74)

Administration. A UGC type organization for technical education with a full-time chairman should be set up with adequate representation for UGC, professional bodies, industry and concerned Ministries. (15.76)

Social Education

INTRODUCTION

The history of adult education in modern India is not very old. The mass movement for national freedom provided the motive force for Adult Literacy and Adult Education. Gandhiji was the greatest worker in this cause. He knew that illiteracy constitutes a heavy drag on freedom and progress, and limits the mental horizon not merely of people but also their posterity.

He said, 'I would have adult education, nor as we ordinarily understand it, but the education of parents so that they can undertake adequately the moulding of their children.'

Prior to 1937, the literacy campaigns, though not of much quantitative importance, helped to create public interest in the problem. In 1937, with the advent of Congress ministries in the provinces large-scale campaigns to liquidate adult illiteracy were launched, but the enthusiasm petered out after the resignation of the ministries in 1942. The Central Advisory Board of Education in 1939, appointed a *Committee of Adult Education* which recommended that the objectives of the movement should be to teach the illiterate adult the three R's, and to impart knowledge closely correlated to his working life and give him a grounding in citizenship. The Board incorporated several recommendations of the Committee in its *Report on the Post-war Educational Development* (1944). The Report made the following observations: the main emphasis, for some time to come, should be on literacy, although some provisions must also be made for adult education proper; instructions must be intelligible and interesting to the students and closely related to their occupations, personal interests and social and economic conditions; fullest possible use of

visual and mechanical aids should be made; it is necessary to provide adequate libraries; the State must accept primarily responsibility for tackling the problem, though every effort should be made to enlist the help of voluntary agencies; and universities should expand and popularize the work of their extra-mural departments.

With the independence of the country in 1947, a new phase began. The Central Advisory Board of Education in 1948 set up a sub-committee under the Chairmanship of Shri Mohan Lal Saksena. The sub-committee emphasized the need for general education of the common masses, the provision of funds by the provincial Governments for adult education and the removal of 50% illiteracy in the next five years. The Central Advisory Board of Education in its 15th meeting (1949) designated Adult Education as 'Social Education'. Since then, many new experiments have been made in the States and many new paths have been forged. West Bengal and Bihar emphasized recreational and cultural activities; Madras and Mysore laid stress on the organization of libraries; Bombay has given a successful trial to a new experiment known as Gram Shiksha Mohim movement. The role of the Central Government in the promotion of adult education programmes is very much limited. It can at best stimulate action in the field of adult education through research, pilot projects and clearing house functions.

A *National Board of Adult Education* has been established on the recommendation of the Education Commission. In the presidential address to the first meeting of the National Board held in May, 1970, Prof. V.K.R.V. Rao, the Union Minister for Education and Youth Services posed the crucial problem of adult education and suggested a solution :

"Looking back, we find that the percentage of literacy in India has risen from 6.2 to 33 during the period 1901 to 1969. But the number of illiterates, which was 298 million in 1951 has now increased to 349 million in 1969. . . What I am really concerned about is the population in the age-group 15-44. As I have said earlier, the illiterate among them is likely to be 150 million or so. By using conventional norms of making an adult literate, we will need something like over Rs. 4,500 million to make this age-group literate. We have no resources of this order available today, nor do I imagine, will we have these resources available in the near future. What do we do then? Can we not launch upon a big

national movement in our country, where all educated people in every mohalla, village, taluka, district, city and town, factories and farms, take a pledge that they will make their brothers and sisters literate?"

He concluded with an appeal to his country: "On this red-letter day in the history of adult education, I would like to appeal to my friends here and countrymen to realise the gravity of the situation and to take up the task of liquidation of illiteracy in India and lend their support in terms of their time, energy and other resources. Let us ensure that light spreads throughout the length and breadth of this country. Then only can we breathe a really fresh air of hope and fulfilment and thus usher in real freedom to our country."

REPORT OF ADULT (SOCIAL) EDUCATION COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION*

Genesis: The Central Advisory Board of Education, at its 14th meeting held at New Delhi in January, 1948, expressed the view that the organization of Adult Education in India had become imperative after the attainment of freedom. The Adult Education had been confined to literary work. The value of the ability to read and write was much recognized but the Board felt that the immediate task should be to improve the standard of life and culture of the adult. With this end in view, the Board set up a Committee on the 13th January, 1948, under the chairmanship of Shri Mohan Lal Saksena to prepare the Scheme of Adult Education and to make their recommendations on the subject.

Chairman

Shri Mohan Lal Saksena, Minister for Relief and Rehabilitation.

Members

Prof. Humayun Kabir, Joint Educational Adviser; Dr. Mata Prasad, Principal, Royal Institute of Science, Bombay; Mr. K. G. Saiyidain, Educational Adviser to the Government of Bombay.

Terms of Reference: To prepare the Scheme of Adult Education for the country.

Major Recommendations

1. In view of the far-reaching implications of the scheme, it should be called 'A Scheme for Social Education' instead of 'A Scheme for Adult Education and Literacy'. A new orientation must be given to schemes for the education of the adult. Till now, Adult Education has been largely confined to literacy work. The

*Published by the Ministry of Education, Government of India.

immediate task is to improve the standard of life and culture of the adult and turn him into a healthier, happier, and better citizen. The work of literacy must go on and special efforts must be made to achieve the target of 50 per cent literacy in the course of the next 3 years. Even greater emphasis must, however, be placed on the social aspects of education.

2. The objectives of such Social Education may be defined as follows :

- (a) To instil a consciousness of the rights and duties of citizenship and foster a spirit of service to the community.
- (b) To develop a love for democracy and impart an understanding of the way in which democracy functions.
- (c) To disseminate knowledge of the outstanding problems and difficulties facing the country and the world today.
- (d) To develop love for and pride in our cultural heritage through the knowledge of our history, geography and culture.
- (e) To teach the simple laws of personal and community health and develop habits of hygiene and cleanliness.
- (f) To foster the growth of the co-operative spirit as a way of life.
- (g) To provide training in crafts both as a hobby and as a means to economic betterment.
- (h) To provide cultural and recreational facilities by way of folk dances, drama, music, poetry, recitation and other ways of spontaneous self-expression.
- (i) To provide through these various activities as well as through reading and discussion groups, an understanding of the basic moral values.
- (j) To give a reasonable mastery over the tools of learning—reading, writing, simple arithmetic—and to create an interest in knowledge.
- (k) To provide facilities for continuation of education through libraries, discussion groups clubs and institutions like Peoples' Colleges.

3. The Provincial Governments should be requested to prepare schemes for Social Education for making at least 50 per cent of the adult population of the Province literate in the course of the next three years.

4. The Provincial Governments should entrust the working of the scheme in their respective Provinces to an experienced educational officer, preferably the Director of Public Instruction.

5. The scheme for Social Education should be designed for the purpose of imparting education to the population between 12 and 45 years.

6. The Central Government should be requested to appoint a Board of experts and technical men to examine the Provincial schemes, to recommend to the Government of India the payment of necessary grants for these schemes from the Central Revenues, to advise on and make arrangements for the preparation of literature and audio-visual aids for use throughout the country.

7. Besides utilizing the services of students and teachers, an all-out effort should be made to utilize the services of refugees and other Government employees who are superfluous or have been retrenched.

8. Legislation for compelling employees to provide facilities for the education of their employees should include a provision to the effect that the cost incurred by the employers on the education of their employees may (subject to the approval of the Provincial Education Department) be admitted as legitimate charge on the expenses of establishment of the concern, for the purpose of assessment of income-tax.

9. One Education Centre should be started in each Primary School and at least two such centres in each Secondary School and adequate remuneration be given to the teachers for the additional work.

10. Research in the methods of teaching the adult should be encouraged.

11. On the recommendations of the Provincial Education Department, special allotment of paper be made for writing, publication of books, journals etc., for the purpose of Social Education.

The Provincial Governments should provide increased facilities for printing books and other literature connected with Social Education at the Government press and should encourage the preparation of literature for use by adult literates and other workers in Social Education.

FROM THE REPORT OF THE EDUCATION COMMISSION (1964 66)
ON SOCIAL EDUCATION

Major Recommendations

CHAPTER XVII

ADULT EDUCATION

1. *Liquidation of Illiteracy.* (1) Every possible effort should be made to eradicate illiteracy from the country as early as possible and in no part of the country, however backward, should it take more than 20 years. The national percentage of literacy should be raised to 60 by 1971 and to 80 by 1976.

(2) As a first step to arrest the growth of illiteracy the following measures should be taken:

(a) Expansion of universal schooling of five years' duration to the age group 6-11 ;

(b) Provision of part-time education to those children of age-group 11-14 who either miss schooling or drop prematurely out of the school ;

(c) Provision of part-time general and vocational education to the younger adults of the age-group 15-30.

(3) For the liquidation of illiteracy a two-fold strategy comprising the selective approach and the mass approach should be adopted.

(4) Under selective approach, programmes should be adopted for specified groups of adults which could be easily identified, controlled and motivated for intensive literacy work. All employers in large firms and commercial, industrial, contracting and other concerns should be made responsible, if necessary, by law, for making their employees functionally literate within a period of three years of their employment.

(5) Under mass approach, all available educated men and women in the country should be mobilized for raising a force to combat illiteracy and utilize it in a well-planned literacy campaign. In the organisation of mass campaign, the teachers and students

and all educational institutions should be actively involved. (17.7-24)*

2. *Continuing Education.* Educational institutions of all types and grades should be encouraged and helped to throw open their doors outside the regular working hours to provide such courses of instruction as they can to those who are desirous of receiving education. A parallel part-time system of education should be created to provide adults with opportunities for taking the same diplomas and degrees as students in schools and colleges. (17.32-35)

3. *Correspondence Courses.* (1) In order to bring education to those who are unable even to attend part-time courses, widespread organisation of correspondence courses should be organised.

(2) Students taking correspondence courses should be provided opportunities to meet the teachers occasionally, they should be given the status of recognised students, and where possible be attached to some colleges in order to enable them to make use of the library and other facilities.

(3) Correspondence courses should not be confined to preparing students for the university degrees but should also provide agricultural, industrial and other workers such special courses of instruction as would help them to improve production.

(4) Correspondence courses should be made available for those who desire to enrich their lives by studying subject of cultural and aesthetic value.

(5) Opportunity to take examinations conducted by the Secondary Education Board and Universities in the country should be made available to those who wish to work on their own without any assistance. (17.44-56)

4. *The Libraries.* The recommendations of the Advisory Committee on Libraries relating to the establishment of a network of libraries throughout the country should be implemented. (17.57-58)

5. *Role of Universities.* The Universities in India should assume a much larger responsibility for educating the adults. (17.61)

6. *Organisation and Administration.* A National Board of Adult Education on which all relevant Ministries and agencies would be represented should be established (17.68)

*The figures within brackets at the end of each recommendation indicate respectively : 1. The number of chapter in the Report, and 2. The number of the paragraph.

Women Education

INTRODUCTION

The scholars of Vedic literature would testify that one of the glories of ancient India was the high level of culture as well as social status which women enjoyed. The Vedic women had full access to all the different branches of knowledge and had the privilege of participating in religious and philosophical discussions. Unfortunately, the succeeding social history failed to recapture any trace of the former glory in the field of women education. Opportunities for formal education nearly disappeared for women under the heavy weight of circumstances which highlighted child-marriage, purdah, enforced widowhood and *Sati* system. At times, a hostile note dominated the subject. It is, however, a different matter that in spite of these barricades illustrious names of Indian women appeared from time to time in the pages of history.

Even when the *Charter Act of 1813* first compelled the East India Company to accept responsibility for the education of the Indian people, any involvement in the education of women was avoided as a measure of administrative wisdom. It was feared it might create a social commotion. The credit goes to the missionaries who pioneered the opening of girls' schools first for the children of the Christian converts and later for others. At this juncture, a splendid lead was given by philanthropic Englishmen. 1820 is a memorable year, about a century and a quarter before independence, when David Hare established a girls' school at Calcutta and conducted it at his own expense. J.E.D. Bethune also set a similar example. Touched by the pioneering work of the foreigners, Indians came forward to lend their support in organizing special schools for girls and in breaking down the traditional resistance against the education of women. Among the

Indian pioneers the names of Raja Ram Mohan Roy and Pandit Ishwar Chandra Vidyasagar may be mentioned. The stage was set for a change in the government policy when in 1850 Lord Dalhousie, the Governor-General, noticing 'the growing disposition among the natives to establish female schools,' observed that 'no single change in the habits of the people is likely to lead to more important and beneficial consequences than the introduction of education for their female children'. He issued orders that Government should give its 'frank and cordial support' to the education of Indian women, and the establishment of female schools would be viewed with very great approbation. The *Despatch of 1854* heartily concurred with the views and orders of Lord Dalhousie. It recorded that by giving a good education to the women 'far greater proportional impulse is imparted to the educational and moral tone of the people than by the education of men', and, therefore, 'the importance of female education in India cannot be overrated'. It may be noted that this was the principal document which dictated the educational policy of the second half of the 19th century. The new thinking, however, registered some progress in the sphere of primary education for girls, though in terms of statistics the picture remained gloomy. By 1881, there were only 6 girls for every 100 boys enrolled in primary schools, and even in the most advanced State of India 98% of the girls of school going age were still outside the school.

The *Indian Education Commission* (1882-83) observed: 'Female education is still in an extremely backward condition. . . Hence we think it expedient to recommend that public funds of all kinds—local, municipal and provincial—should be chargeable in an equitable proportion for the support of girls' schools as well as for boys' schools.' By way of encouragement to private enterprise it recommended easier condition and higher rates of the grant-in-aid to girls' schools than those prescribed in boys' schools. The measures suggested for combating the shortage of women teachers were: establishment of additional normal schools, liberal grants-in-aid to private training institutions, offer of liberal inducements to the wives of school masters to qualify themselves as teachers, training of widows, and award of prizes to girls who agree to become teachers. It was thought that women would be willing to work as teachers if the inspecting officers were also women. The Commission, in line with the popular opinion of the time, recommended in favour of differentiation of curricula for boys and girls

on the assumption that the latter required simpler standards of instruction drawn up with an eye to their special needs. In short, it stressed for the first time the urgent need for a special treatment to the education of girls and women. These recommendations, no doubt, form a document of progressive thinking, but in the absence of direct State effort and lack of urgency in the masses no substantial progress was made. Lord Curzon supported the cause of Women's Education. The *Resolution of Government of India* (1913) also referred to the education of women by suggesting a special curriculum of practical utility, and an increase in the number of women teachers and inspectors.

In 1921, education was transferred to the control of Indians under the system of Diarchy, and in 1937, Provincial Autonomy was introduced. These changes along with the phenomenal awakening of Indian womanhood on account of the political struggle for independence, made it possible to drift away from the too hesitant policies of the British Government, and to take more active part in the education of women.

The *Report on the Post-War Educational Development* (1944), the last important educational document before independence, struck a new note by observing that it was no longer necessary to treat the education of women as a special problem requiring special measures for its advancement. It assumed that 'whatever is needed for boys and men, not less will be required for girls, and women'. The *University Education Commission* (1948-49) included a short chapter on 'Women's Education', but did not pose any special problem. Regarding higher education, it observed: 'Women's and men's education should have many elements in common, but should not in general be identical in all respects, as is usually the case today.' The *Secondary Education Commission* (1952-53) in line with the *Sargent Report*, did not include the traditional chapter, as it felt that 'at the present age of our social evolution, there is no special justification to deal with women's education separately. Every type of education open to men should also be open to women'.

The problem of women's education has also been examined during the last decade by a number of committees: the *National Committee on Women's Education* under the chairmanship of Smt. Durgabai Deshmukh; the *Committee on Differentiation of Curricula between Boys and Girls* under the chairmanship of Smt. Hansa Mehta; and the Committee under the chairmanship of Shri

M. Bhaktavatsalam which studied the problem in the six States where the education of girls was less developed and needed public support. The major recommendations of all the three committees appear in this *Section*. The *Education Commission* (1964-66) has fully endorsed these recommendations. The *Report of the National Committee on Women's Education* (1958-59) analysed that the wide gap which existed between the education of men and women and the slow pace of progress of women education were 'due to our failure to realize that the education of women has still to be treated as a major *special* problem and not merely as part of the *whole* problem of education and that some vigorous *special measures* have to be adopted to advance it.' This view was in direct contrast to that held by the *Sargent Report*. The Committee further pointed out that 'a more serious consequence of this trend, however, was the non-provision of the necessary funds for the rapid development of the education of women'. The report was heard. The Government of India set up a *National Council for Women's Education* in 1959, created a special unit in the Ministry of Education to deal with the problem of girls' education, sponsored several schemes and provided large funds for the expansion of girls' education.

The *Education Commission* (1964-66) wrote, 'In the modern world, the role of the women goes much beyond the home and the bringing up of children. She is now adapting a career of her own and sharing equally with man, the responsibility for the development of society in all its aspects. This is the direction in which we shall have to move. In the struggle for freedom, Indian women fought side by side with men. This equal partnership will have to continue in the fight against hunger, poverty, ignorance and ill health.' Should this imply that education of men and women should be identical? In this connection the recommendations of the *Committee on Differentiation of Curricula for Boys and Girls* (1964) make an interesting reading.

During the last 150 years the earlier demand for an entirely separate system of education for girls at the primary stage with separate schools and separate curricula has now given place to a demand for a common system with common schools and common curricula. At the secondary stage the provision of special courses suited to the needs of girls is now being viewed as a part of the broader problem of providing diversified system of secondary education. Findings of modern scientific research do not convince that there

are clear differences between the two sexes on which an educational policy may be based. The *Committee on Differentiation of Curricula*, therefore, did not consider it wise to differentiate the curricula on the basis of sex. It visualized the democratic and socialistic pattern of society in which woman will have perfect equality with man. But before such a social order is created the traditional division of labour between men and women will continue to dominate the scene. These hard realities have been recognized by the Committee before making recommendations for the immediate future.

REPORT OF THE NATIONAL COMMITTEE ON 'WOMEN'S EDUCATION'

Genesis : The problems of the education of the girls and women have acquired a new significance since the attainment of Independence. Education panels of the Planning Commission at its meeting held in July, 1957, recommended that 'a suitable Committee should be appointed to go into the various aspects of the question relating to the nature of education for girls at the elementary, secondary and adult stages and to examine whether the present system was helping them to lead a happier and more useful life'. This recommendation was placed before the Conference of the State Education Ministers (held in September, 1957) who also agreed that a special Committee should be appointed to examine the whole question of women's education. The National Committee on Women's Education was accordingly set up by the Government of India in the Ministry of Education.

Chairman : Smt. Durgabai Deshmukh, Chairman, Central Social Welfare Board.

Members : Kumari S. Panadikar ; Shri P.N. Mathur ; Smt. Kulsum Sayani ; Shri J.P. Naik ; Smt. Sahra Ahmed ; Smt. O.C. Srinivasan ; Kumari Sarojini Rajan ; Dr. Phulrenu Guha.

Terms of Reference : (a) To suggest special measures to make up the leeway in women's education at the primary and secondary levels ;

(b) To examine the problem of wastage in girls' education at these levels ;

(c) To examine the problem of adult women who have relapsed into illiteracy or have received inadequate education and who need continuation of education so as to enable them to earn a living and participate in projects of national reconstruction ;

(d) To survey the nature and extent of material and other facilities offered by voluntary welfare organisations for the education of such women and to recommend steps necessary to enable them to offer larger educational facilities to them ;

* Published by the Ministry of Education, Government of India, 1959

(e) To examine the possibility and methods of encouraging a larger number of women to go into vocational trades by providing suitable vocational training as a part of formal education or through special courses designed for adult women.

Major Recommendations

A. Special Recommendations Needing Top Priority

1. The education of women should be regarded as a major and a special problem in education for a good many years to come and a bold and determined effort should be made to face its difficulties and magnitude and to close the existing gap between the education of men and women in as short a time as possible. The funds required for the purpose should be considered to be the first charge on the sums set aside for the development of education.

2. Steps should be taken to constitute as early as possible, a National Council for the Education of Girls and Women.

3. The problem of the education of women is so vital and of such great national significance that it is absolutely necessary for the Centre to assume more responsibility for its rapid development.

4. The State Governments should establish State Councils for the education of girls and women.

5. Every State should be required to prepare comprehensive development plans for the education of girls and women in its area.

6. It is also necessary to enlist the co-operation of all semi-official organisations, local bodies, voluntary organisations, teachers' organisations and members of the public to assist in the promotion of the education of girls and women.

7. The Planning Commission should set up a permanent machinery to estimate, as accurately as possible, the woman-power requirements of the Plans from time to time and make the results of its studies available to Government and the public.

B. Other Special Recommendations

1. *Primary Education (Age group 6-11)*: (1) Concessions in kind (not in cash) should be given to all girls, whether from rural or urban areas, of parents below a certain income level.

(2) The Government should formulate a scheme for awarding prizes to the village which shows the largest proportional enrolment and average attendance of girls.

2. *Middle and Secondary Education (Age group 11 to 17) :*

(1) At the middle school stage, more and more co-educational institutions should be started.

(2) But for the secondary stage, separate schools for girls should be established specially in rural areas, at the same time giving parents full freedom to admit their girls to boys' schools if they so desire.

(3) All girls (and all boys also) of parents below a prescribed income level should be given free education upto the middle stage.

(4) As far as possible, free or subsidised transport should be made available to girls in order to bring middle and secondary schools, within easy reach.

3. *Curriculum and Syllabi :* (1) There should be identical curriculum for boys and girls at the primary stage with the proviso that, even at this stage, subjects like music, painting, sewing, needle work, simple hand-work, and cooking should be introduced to make the courses more suitable for girls.

(2) At the middle school stage, and more especially at the secondary stage, there is need for differentiation of curricula for boys and girls.

4. *Training and Employment :* (1) Immediately steps should be taken to set up additional training institutions for women teachers in all such areas of the country where a shortage exists at present.

(2) With a view to inducing women from urban areas to accept posts of teachers in rural schools, women teachers serving in rural areas may be provided with quarters and a village allowance may be given to such teachers.

(3) The maximum age limit for entry into service may be relaxed, and the age of retirement may be extended to 60 provided the teacher is physically and otherwise fit.

5. *Professional and Vocational Education :* (1) The employment of women on a part-time basis, wherever feasible, should be accepted as a policy.

(2) Girls should be encouraged to take up courses in Commerce, Engineering, Agriculture, Medicine, etc., at the university stage by offering them scholarships and other concessions.

(3) It is important to organise campaigns to mobilise public opinion for creating proper conditions in offices and establishments in which women can work freely.

6. *Facilities for Adult Women*: (1) Educational facilities in the form of condensed courses (a) that prepare women for the Middle School Examination and (b) those that prepare them for the High School or Higher Secondary Examination should be provided more extensively in all States.

(2) Provision should also be made of condensed courses, which train women for suitable vocation after completion of necessary continuation education.

7. *Voluntary Organisation*: The services of the voluntary organisations should be extensively used in the field of middle, secondary, higher, social and vocational education of women. The existing grant-in-aid codes of the States need a thorough revision. There should be a substantial and significant difference in the rates of grants-in-aid as between girls' institutions and boys' institutions at all levels. The conditions of aid for girls' institutions should be made easier.

C. General Recommendations

1. Wherever primary education is not free, immediate steps should be taken to make it free. Whenever new schools are started, the rural region should be given priority consideration.

2. *Wastage and Stagnation*: (1) As a scientific study of the problem of wastage on an all-India basis is needed, the Ministry of Education should carry out special studies of this problem in all parts of the country.

(2) The following steps should be taken to reduce the extent of stagnation in class I: (i) all fresh admissions to class I should be made in the beginning of the school year and not later than 60 days after the beginning of the first session; (ii) it should be a specific responsibility of teachers to see that proper attendance is maintained in the school; (iii) the age of admission should be raised to six plus, (iv) standards of teaching should be improved.

(3) The stagnation in classes II to V can be reduced if (i) attendance of children is increased; (ii) standards of teaching are improved; (iii) internal examinations are introduced; (iv) books and educational equipment needed by poor children are supplied in good time.

(4) About 65 percent of the cases of wastage at the primary level are due to economic causes. This wastage can be eliminated only if provision for part-time instruction is made for those children who cannot attend on a whole-time basis.

(5) About 25 to 30 percent of the cases of wastage at the primary level are due to the indifference of parents. This cause can be eliminated partly by educative propaganda and partly by a rigorous enforcement of the compulsory education law.

3. *Employment of Teachers*: (1) The present scales of pay of teachers should be suitably revised.

(2) There should be no distinction between the scales of pay and allowances paid to teachers in Government and local Board or Municipal institutions and those that are paid to teachers working under private managements.

(3) The triple-benefit scheme called the Pension-cum-Provident Fund-cum-Insurance Scheme should be made applicable to every teacher who is employed permanently in an institution.

A REPORT

DIFFERENTIATION OF CURRICULA FOR BOYS AND GIRLS*

Genesis: In its meeting held on May 10, 1961, the National Council for Women's Education authorised the Chairman to set up a Committee to examine comprehensively the problem of curricula for girls at all stages of education. In consultation with the Ministry of Education, the Chairman, Smt. Raksha Saran, set up a Committee on November 1, 1961.

Constitution of the Committee: The Committee consisted of 11 members:

Chairman: Smt. Hansa Mehta.

Members: Kumari S. Panadikar; Kumari S. Sen; Kumari S. Pankajam; Kumari K. Sabarwal; Smt. S. Ray; Smt. Chitra Naik; Smt. B. Tarabai; Shri P.N. Mathur; Shri T.C. Sankara Menon; Shrimati V. Mulay.

Terms of Reference: (a) To examine the present curricula of school education and to determine the extent to which they take care of the individual and social needs of women in the prevailing circumstances of the country.

(b) To suggest necessary reforms without, at the same time causing an upheaval in the general pattern of education.

(c) In view of the need of trained women personnel for development projects under social services, to consider the need for providing additional diversified courses of a pre-vocational nature, apart from Fine Arts and Home Science, at the secondary stage.

*Published by the Ministry of Education, Government of India, 1964.

(d) To review the content of courses under the group 'Fine Arts' and 'Home Science' and to suggest such modifications as are necessary to enable women to take up some gainful employment.

(e) To examine the types of suitable occupations for which training should be given in the polytechnics and junior technical schools that are being set up for girls.

Major Recommendations

A. Sex Difference

According to the traditional view the mere biological difference of sex created different physical, intellectual and psychological characteristics between men and women and these basic sex differences necessitated the provision of differentiated curricula for them. Modern research into sex differences, however, has shown that such a belief has no scientific foundation.

With regard to the intellectual differences between the sexes, it has now been established that women are in no way inferior to men and that the differences in their academic and professional achievements are due mainly to lack of adequate opportunities or to influence of traditional cultural patterns. Similarly, it has been established that there is no scientific justification for the popularly held view that certain subjects are 'masculine' and others 'feminine'.

With regard to psychological differences between the sexes the recent findings are that there are no psychological characteristics related to sex as such and that the different psychological traits which men and women exhibit are the result of social conditioning.

It has also been established that the physical differences between the two sexes are of minor significance. Most of the research relating to the determination of differences and their causes has been carried out in Western countries and it is a matter for regret that no such studies have yet been undertaken in India. The need of such investigations in Indian conditions is imperative.

B. Equality of Women

Constitution has given women *de jure* equality. Nevertheless women continue to suffer from a number of social and economic handicaps. In order to enable them to attain *de facto* equality with men, the following measures may be adopted :

1. The existing gap between the education of boys and girls should be rapidly bridged.

2. Intensive efforts should be made to educate the public regarding the scientific findings about sex differences and to develop proper attitudes in each sex towards the other.

C. Co-education

- (1) Co-education should be adopted as the general pattern at the elementary stage.

- (2) At the secondary and collegiate stages, there should be full freedom to the managements and parents either to evolve common institutions or to establish separate ones for girls.

- (3) Steps should be taken to appoint women teachers in all educational institutions at the secondary and university stages, which are ordinarily meant for boys. Similarly, some men teachers should also be appointed in separate secondary schools and colleges for girls.

D. Proposals for Differentiation of Curricula

In the ultimate democratic and socialistic pattern of society, education will be related to individual capacities, aptitudes and interests which are not related to sex. There would, therefore, be no need in such a society to differentiate curricula on the basis of sex.

But it will be some years before this new social order is created. In the transitional phase, certain psychological differences between men and women as well as certain divisions of social functions based on them will have to be accepted as matters of fact and as practical basis for building up the curricula for boys and girls. It is on these fundamental assumptions that the proposals for a differentiation of curricula between boys and girls are based.

1. *Primary Stage* : (1) No differentiation should be made in the curricula for boys and girls at the primary stage.

- (2) Women should be appointed on the staff of all primary schools.

2. *Middle School Stage* : (1) The curriculum of general education should be common to boys and girls and no differentiation should be made therein on the basis of sex.

(2) In all middle schools it is desirable to have mixed staff ; but where girls do attend school ordinarily meant for boys, appointment of women teachers on staff should be obligatory.

3. *Secondary Stage* : (1) The accepted policy at the secondary stage is to provide diversified curricula to meet the aptitudes and capacities of all adolescents. If properly implemented, this programme could provide for all the special needs of girls. Diversified courses such as those for home science, fine arts, music, etc. should be increasingly introduced at the secondary stage to meet the special needs of girls. These electives should not, however, be made compulsory for them.

(2) The introduction of home science in the secondary school curriculum has come in for a good deal of criticism, due mainly to bad implementation resulting from absence of textbooks, lack of teachers, lack of the recognition by universities and defective designing of courses. Steps should be taken to improve the implementation.

(3) Sex education is essential at the middle and secondary stage.

(4) Special encouragement should be given to girls who study mathematics or science at the secondary stage, and special efforts should be made to prepare women teachers of mathematics and science.

4. *Textbooks* : (1) In textbooks dealing with languages and social studies, adequate attention should be paid to the needs, experience and problems of girls by including such topics as special festivals of women, games popular with girls, lives of great women, etc.

(2) One of the important values to be built up through textbooks is to enable each sex to develop a proper respect towards the other.

5. *Vocational Education* : (1) Immediate attempts should be directed to expand the provision of vocational courses at the secondary and higher stages of education, and to relate these courses with man and woman-power requirements of society.

(2) The possibilities of employing women on a larger scale on a part-time basis in as many vocations as possible have to be explored.

REPORT OF THE COMMITTEE TO LOOK INTO THE CAUSES FOR LACK OF PUBLIC SUPPORT PARTICULARLY IN RURAL AREAS FOR GIRLS' EDUCATION AND TO ENLIST PUBLIC COOPERATION*

Genesis : The National Council for Women's Education at its meeting held in April 1963 endorsed the suggestion made by the Union Education Minister in his inaugural address that a small Committee be appointed to look into the causes for lack of public support, particularly in rural areas, for girls' education and to enlist public cooperation. This suggestion was made in view of the serious short-falls in the enrolment of girls.

Chairman : Shri M. Bhaktavatsalam, Chief Minister, Madras.

Members : Smt. Grace Tucker ; Smt. K.K. Barua ; Smt. I.L. Sinha ; Smt. Radha Kakkar ; Shri Raja Roy Singh ; Dr. S. Nagappa (Member-Secretary).

Terms of Reference : To look into the causes for lack of public support particularly in rural areas for girls' education ; to enlist public cooperation and to suggest ways and means of achieving substantial progress in this field.

Major Recommendations

1. Direct cooperation of the public should be encouraged in the following fields : (i) Establishing private schools ; (ii) Putting up of school buildings ; (iii) Helping in providing suitable accommodation for teachers and students ; (iv) Popularising co-education at the primary stage ; (v) Undertaking necessary propaganda to make the profession of teaching for women popular ; (vi) Encouraging married women to take up at least part-time teaching in village schools and to work as school mothers ; (vii) Initiating action and participating in educative propaganda to break down traditional prejudices against girls' education ;

*Published by the Ministry of Education, Government of India, 1965.

(viii) Supplying mid-day meals ; (ix) Supplying uniforms, free textbooks and writing materials to needy children.

2. The State should create public opinion in favour of girls' education through : (i) School improvement conferences ; (ii) Seminars ; (iii) Radio talks, audio-visual aids and distribution of literature ; (iv) Enrolment drives generally in June, and special additional drives for girls' education during Dussehra ; and (v) Assisting voluntary, welfare and other organisations, private individuals and associations engaged in the field of education of girls and women.

3. It should be the endeavour of the State to provide a primary school in each habitation with a population of 300. However, in scattered, hilly or isolated areas, primary school should be provided where the population is even less than 300, so as to provide every habitation with school within a mile. A middle school in each habitation with population of 1,500 and above, within a radius of 3 miles should be provided. Generally, there should be a secondary school within a radius of 5 miles.

4. It should be the aim of all States to appoint women teachers in primary schools and a greater number of women teachers in mixed schools. Financial incentives like special allowance for hilly, isolated or any other specific backward rural areas should be given to teachers.

5. Attempts should be made to bring back to the teaching profession married women who have left it in recent years. Condensed courses should be organised for adult women, so that they could take up teaching jobs in the villages.

6. During selection of trainees for training schools and colleges special preference should be given to women from rural areas seeking admission.

7. A separate women inspectorate will help to bring in more girls to school.

8. It is only by providing women teachers with quarters near the schools that many educated women can be attracted to the teaching profession.

9. Special programmes for girls' education should be taken up as Centrally sponsored schemes on the basis of hundred per cent grant outside the plan ceilings. The provision of suitable school buildings is one of considerable urgency. For this, either hundred per cent Central assistance or long-term Central loans should be provided.

10. All States should find ways and means of providing funds in order to make education free for all girls upto the secondary stage. If resources that are available are limited and do not meet the full requirements, in such cases the concentration of activities should be in rural areas.

11. Compulsory Education Act should be introduced in States where it does not exist. In addition, State Governments should provide sufficient incentives and carry on propaganda to attract all children to school.

L

Rural Education

INTRODUCTION

This *Section* contains the major recommendations of two committees : the *Committee on Higher Education for Rural Areas* and the *Committee on Rural Education*. These recommendations along with those of the Committee set up under the Chairmanship of Shri Bhaktavatsalam to examine the problem of girls' education particularly in rural areas (*Section K*) highlight the various aspects of rural education.

The pre-independence era does not record any organized system of education for the villagers. The British rule started schools, colleges and universities in cities. A belated attempt to open elementary and secondary schools in big villages only touched the fringe of the problem. Indian reformers like Rabindranath Tagore and Mahatma Gandhi took this issue as a challenge. Tagore's Sriniketan, a centre of rural reconstruction, aims "to bring back life in its completeness into the villages making them self-reliant and self-respectful". Gandhiji believed that the real source of energy and vitalizing force lay in rural population, and his Sarvodaya Movement and his philosophy of Basic Education were influenced by the needs of rural India.

The *University Education Commission* (1948-49), the first commission on education after independence, reminded that about 85% of the population of India lived in villages, but this vast population had been scarcely touched by secondary or higher education. The Commission was convinced that : "The villages of India are a vast reservoir of human energy, intelligence and aspiration, much of it now wasting in futility. . . Give the villager a picture of

a good life, with health, cleanliness, variety of occupation, place and time for recreation, and a feeling that his hopes may be fulfilled, and the energies of the people will make a new rural India, a fit and fine dwelling place for a great people'. It recommended that special attention should be paid to the development of higher education in rural areas capable of evolving its own distinctive pattern, for building a new and fine rural India, and releasing its vast creative energies now so tightly bound in the chains of poverty and prejudice, exploitation and ignorance. The *Secondary Education Commission* recommended that : "One of the most useful methods of enriching rural life is to locate educational institutions in rural areas." It felt that due note has to be taken of the needs of the rural population. It recommended : "All States should provide much greater opportunities for Agricultural Education in Rural Schools, so that more students may take to it and adopt it as a vocation."

In 1953, after a team of experts had returned with their report on Danish Folk High Schools and Colleges, the *Committee on Rural Higher Education* was appointed to undertake a comprehensive survey of higher education in rural areas. Five years later the *Committee on Rural Education* took up the study of different types of rural schools and colleges. The *Education Commission* devoted a whole chapter on 'Education for Agriculture'. It stressed the need for establishing at least one agricultural university in each State, organizing agricultural polytechnics and making agricultural education as an integral part of general education. Through proper implementation of these various recommendations, it would be possible to transform the life in rural India from one of feudal backwardness into that of modernized communities.

REPORT OF THE COMMITTEE ON HIGHER EDUCATION FOR RURAL AREAS : RURAL INSTITUTES*

Genesis : India's decision to be a democratic republic carries with it the corollary that there must be equality of opportunity for all citizens. The Radhakrishnan Commission which was appointed to look into the problems of higher education in the country made a strong recommendation for the expansion of facilities of higher education in rural areas. The Mudaliar Commission recommended similar enlargement of facilities at the secondary stage. While there has thus been demand and enthusiasm for rural institutions of higher learning, the exact implications of a rural university have not always been fully understood.

With a view to evaluate the various attempts in the field of higher education in rural areas made by voluntary agencies and also to formulate a clear picture of the pattern of such education, it was decided to appoint a small committee of experts to review the whole position and make recommendations for the reorientation of higher education in rural India. The Ministry of Education therefore, appointed the Committee on Higher Education for Rural Area in October 1954.

Convener : Shri K.L. Shrimali, Vidya Bhavan, Udaipur.

Members : Shri L.K. Elmhirst, Dartington Hall, Totnes, Devon (U.K.) ; Shri L.H. Foster, President, Tuskegee Institute, Tuskegee, Alabama (U.S.A.) ; Shri J.C. Mathur, Education Secretary, Govt. of Bihar, Patna.

Terms of Reference : (a) To undertake a comprehensive survey and appraisal of promising ideas, institutions and experiments in the field of higher education in rural areas ;

(b) To determine what specific projects and institutions should be encouraged to carry on experimental work in this field ;

*Published by the Ministry of Education, Government of India, 1955.

- (c) To recommend a possible pattern for rural universities with particular reference to : (i) the aims, organisation and content of higher education in rural areas ; (ii) its relationship to Basic and Secondary education ; (iii) other allied problems ; and
- (d) To suggest ways and means of making education in the existing universities more useful and more closely related to rural needs and problems ;

so that a sound and reasonably uniform system of rural higher education suited to our needs and resources may be evolved for the whole country.

Major Recommendations

1. *Aims and Objectives* : (1) The aims and objectives of higher education in rural areas are not fundamentally different from those of higher education in urban areas.

(2) Rural institutes will help in breaking down economic and graphic barriers between the rural and the urban population.

(3) The rural institute will need to function as a cultural and training centre and as a centre for development planning for the entire community.

(4) The requirements for recruitment to government services will need adjustment to afford the products of rural institutes their rightful place in the administrative services.

2. *The Rural Institute* : (1) The five main aspects of any region in India today are : (i) The Economic aspect ; (ii) The Health and Hygiene aspect ; (iii) The Educational aspect ; (iv) The Sociological aspect ; and (v) The Cultural aspect. Each of these aspects will be reflected in the courses and research at the institute and in extension work in the field.

(2) The institute will be residential for students of both sexes and for staff, with adequate amenities.

(3) The following courses should be provided at the rural institute with minor adjustments in their duration and content to suit different regions : (i) A three-year Diploma Course in Rural Services ; (ii) A one-year course for a Teaching Diploma ; (iii) A one-year course for a Teaching Certificate ; (iv) A two-year Certificate Course for Rural Health Workers (women) ; (v) A two-year Certificate Course for Overseers ; and (vi) A two-year Certificate Course in Agricultural Sciences.

(4) The ultimate end of community programmes must be a vital cultural growth which releases new energies, reveals suppressed emotions and finds new forms of expression through the arts, and develops new qualities of trust in human relations.

(5) The three-year diploma course as well as the two and one-year certificate courses should be open to candidates who have completed the Higher Secondary or Post-Basic Course.

(6) A definite shift in emphasis away from the stereotyped written examinations and towards depending for assessment on cumulative records of practical and social activities of the students will be essential for the success of the rural institutes.

3. *Organisation and Administration* : (1) At the Centre, Government efforts to develop higher education for rural areas should concentrate on nation-wide coordination, financial support, development and maintenance of standards and encouragement for programmes of demonstrated value.

(2) A National Council of Higher Education for rural areas should be established as an advisory body to the Central Ministry of Education.

(3) At the State level, there should be established a State Council of Higher Education for Rural Areas in the Department of Education.

4. *Finance* : (1) Simplicity of style and manner should guide all planning at the Rural Institute in order that operating costs may be kept low ; but high quality should always be maintained.

(2) Students at the rural institute should work to help pay the cost of their education.

(3) The possible sources of revenue for a rural institute include the Central and the State Government, the students, the local people, the alumni of the institute and philanthropy.

5. *Implementation* : (1) The Government may select for immediate development into rural institutes five or six existing institutions which are already doing pioneering work in this field.

(2) The establishment of a National and of State Councils of Higher Education for Rural Areas to guide and maintain the standards of these institutes and to explore the possibility of setting up new institutes is immediately necessary.

REPORT OF THE COMMITTEE ON RURAL EDUCATION*

Genesis: A meeting of the representatives of the Ministries of the Community Development, Education and Agriculture was held on the 27th November, 1957, to discuss broadly the nature of some of the institutions that are being promoted in the country today by different Ministries of the Government of India, some of which have as their main purpose educating rural people for a better and fuller life and others, training workers for service of the rural people. The meeting recommended that a Committee should be constituted to go into the questions concerning Janta Colleges, the Rural Institutes, the *Manjri* (Agricultural) Schools and the Basic Agricultural Schools.

Chairman: Shri B. Mukherji, Joint Secretary, Ministry of Community Development.

Members: Dr. B. S. Kadam; Shri K.P. Sinha; Dr.P.D. Shukla.

Terms of Reference: (a) To examine the objectives of the institutions in question and to recommend any modifications in the same;

(b) To indicate broadly the lines on which the syllabi of these institutions should be remodelled, wherever necessary, so that the objective of the institution is achieved and duplication of effort is avoided; and

(c) To suggest modifications or any improvement in these institutions including the objectives so that the output from any of these institutions is not in excess of their requirements.

*Published by the Ministry of Education, Government of India, 1959.

Major Recommendations

1. *General Purpose*: The main purpose of all the four classes of institutions has to be the education of rural people for a better and fuller life and the training of workers for service to the rural people.

2. *Agricultural Education*: (1) The aim of agricultural education given in Multi-purpose Higher Secondary Schools should be to train farmers' sons to become more progressive farmers and to equip them with capacity to produce farm commodities efficiently, market those commodities advantageously, conserve soil and other natural resources, manage their farm business well and participate in rural leadership activities. The syllabus, quality of staff, standard of teaching and other facilities should be designed to achieve this object.

(2) The agricultural education given in the post-Basic school should be of the same kind as in the higher secondary schools recommended above.

(3) The education given in the higher secondary schools and the post-Basic schools located in rural areas should give to young men and women a proper knowledge of the language, humanities, and general science, a good acquaintance with rural conditions and understanding of rural problems so that they may serve the rural community at the village level in posts such as of Gram Sevaks, Gram Sevikas, Revenue Workers, Secretaries of village cooperatives and panchayats, etc.

(4) The Gram Sevak will require some more knowledge in agriculture than what a student coming out with the agriculture course from the higher secondary school or the post-Basic school will possess. The Basic agricultural schools should provide him another year of intensive education in agriculture. A student successfully completing this course should be regarded as a diploma holder in agriculture. Those who have to be Gram Sevaks should have the additional six months' extension training.

(5) The name of the Basic agricultural schools should be ultimately changed to just agricultural schools.

(6) The *Manjri* type of agricultural schools should be converted either to the post-Basic pattern or the multi-purpose higher secondary pattern or to agricultural schools of the kind recommended.

(7) The agricultural diploma holders, *i.e.*, the students who have done the one year's agriculture course in the agricultural schools should be eligible to join an agricultural college and complete the graduate's course in three years.

3. *Rural Institute*: (1) The rural institutes should be conceived primarily as educational institutions and not as vocational or training institutions.

(2) The main course in the rural institute should be a higher step in the same pattern of higher secondary stage and, therefore, the three-year diploma course for rural service should be the principal course

(3) The standard of the three-year diploma course in academic level and in the contents of the syllabus should be equivalent to a graduate's course.

(4) The rural institutes cannot resemble or be developed on the lines of the Land Grant Colleges of the U.S.A. The essence of the Land Grant College of integrating teaching, research and extension is not applicable to the rural institutes.

4. *Janata College*: (1) The conditions are not yet ripe in our country when janata colleges modelled after the pattern of the Folk High Schools, Denmark, can be successfully promoted.

(2) The right approach now to the problem of mass adult education is to operate through the community development programme rather than attempt to set up janata colleges of the pattern that have been in existence.

(3) If these existing janata colleges are to continue they should be put to some useful purpose. The best use that can be suggested is training of village school teachers for the development programme.



Arts, Crafts and Music Education

INTRODUCTION

This *Section* provides coverage to the education of Arts, Crafts and Music by recording the major recommendations of the *All India Conference on Arts* (1949), the *National Seminar on the Role of Arts and Crafts in Education and Community Development* (1957), and the *Committee for Music Education* (1949) set up by the Government of Bombay.

Few countries can boast a more ancient and richer culture than India. Her supreme achievements in the field of cultural and artistic expression have survived the complete neglect over the last two centuries. The British policy of neutralism in matters of religion was extended to culture, as both were intimately associated in India. It is, therefore, understandable why the teaching of fine arts and music did not find a definite place in the syllabus of studies from the primary to the university levels. The teaching of crafts, however, formed the integral part of Basic Education enunciated by Mahatma Gandhi in 1937.

With the independence there was a sudden awareness of a big void in the cultural sphere. As the feeling deepened with the growing cultural consciousness among the common people, the Government of India assumed direct responsibility to foster and develop Indian art and culture. At the school level the *Report of the Secondary Education Commission* has rightly pointed out: "In the past, our schools have left whole areas of the pupils' personality untouched and unquickened—their emotional life, their social impulses, their constructive talents, their artistic tastes... It is in view of these serious shortcomings in our educational programmes

that we have recommended...that a place of honour should be given to subjects like, art, craft, music, dancing and the development of hobbies."

For our educational programmes, though it has not yet been possible to undertake a comprehensive national survey of the whole field of creative and artistic expression, reports of seminars and conferences both at the national and State levels serve to provide some direction and guidance in the study of arts, crafts and music. The need for setting up a national committee of experts on Art Education has been underlined by the *Education Commission* (1964-66), which reports: "In an age which values discovery and invention, education for creative expression acquires added significance. Unfortunately, the fine arts are too often regarded as frills added to *real* education and are neglected because they are not examination subjects. Adequate facilities for the training of teachers in music and the visual arts do not exist. The neglect of the arts in education impoverishes the educational process and leads to a decline of aesthetic tastes and values. We recommend that the Government of India should appoint a committee of experts to survey the present situation of art education and explore all possibilities for its extension and systematic development."

REPORT: ALL INDIA CONFERENCE ON ARTS*

When and where held : 29th and 30th August, 1949,
at Calcutta.

President : Maulana Abul Kalam Azad,
Minister of Education.

Genesis: The All India Conference on Arts was called by the Ministry of Education, Government of India. The Governor of West Bengal inaugurated the Conference. A large number of artists and art critics had assembled at the meeting from all over the country as delegates to the Conference.

Extracts from the President's Address:

The patronage which was extended by the State to the fine arts and other expressions of culture, has been largely missing since India lost her independence. A situation has now been reached where, unless prompt steps are taken to preserve, develop and enrich the heritage of our cultural traditions, they may be damaged beyond repair. With the attainment of Independence, the need for encouragement to the different forms of Indian culture has become even more insistent.

I may recall to your memory the steps which have been taken in recent years to ensure preservation and enrichment of our cultural heritage. About four years ago the Royal Asiatic Society of Bengal put forward proposals for the establishment of a National Cultural Trust which would be charged with the task of stimulating and promoting the culture of country in all its aspects and represent the various cultural elements of Indian life... There should for the purpose be three Academies, namely, an Academy of Letters to deal with Indian languages, literature, philosophy and history, an Academy of Arts (including graphic, plastic and applied art), and Architecture, and an Academy of Music, Drama and

*Published by the Ministry of Education, Government of India, 1949.

Dancing. The object of these Academies would be to develop, promote and foster the studies in the subjects with which they dealt, with a view to maintaining the highest possible standards of achievement.

Another important question which requires the attention of this Conference is that of the relation of art to education in general. It is a sad commentary on our present system of education that art has either no place or plays a very minor role in our general education.

It is today realised that no education can be complete which does not pay proper attention to the development and refinement of the emotions. This can be done best through the provision of facilities for training the sensibilities by the practice of one of the fine arts . . . It is recognized today that education at pre-primary or nursery stage can be best imparted through training the child in the matching of colours, shapes and sizes. This releases the creative instinct in the child and thus diverts his superfluous energy from merely destructive channels into those of social behaviour and decorum. Thus, whether from the point of view of training of the emotions or refinement of sentiments or development of manual skill and creative urge, the importance of art as an element of education cannot be over-emphasised.

The obvious implication of this is that a society is healthy and well-balanced if training in and appreciation of arts are widespread among its members. The modern malaise of society in which individuals are torn and divided and society riven with a hundred conflicts is the result of the fact that the arts have been divorced from intimate contact with life at a thousand points.

This Conference may also appoint a small committee of experts who may advise Government on the selection of some of the finest specimens of Indian art which would then be reproduced and made available to the people at large. It is obvious that the finest master-pieces will never be accessible to all individuals . . . If, however, these master-pieces are made available in suitable copies at prices within the reach of everybody, one of the greatest obstacles to a general spread of art appreciation throughout the community will be removed.

Major Recommendations

1. In order to establish conditions in which the free and creative activity of artistic genius may lead to the development of

an independent and vital national art, the Conference suggested :

- (a) That regional surveys of indigenous art including folk art, painting, sculpture, bronze casting, wood carving, etc., should be undertaken.
- (b) That Arts Schools and Institutions of Applied Art should collect designs from Indian plastic art and architecture and also from traditional methods of decoration of floors and walls, e.g., *Rangoli* and *Alpana* patterns practised in different parts of the country, and endeavour to popularise these designs in schools and homes and in the Indian arts and crafts ;
- (c) That research in the ancient methods of preparation of art materials and tools should be undertaken.

2. This Conference viewed with concern the progressive deterioration in public tastes and aesthetic standards and recommended to Education authorities in charge of Primary and Secondary Schools and to the Universities to consider the urgent need of introducing practical and theoretical art for study in all stages of education. It also recommended that the surroundings of the school and its buildings, laboratories, libraries, furniture, etc., should be so designed as to educate and improve the aesthetic tastes and standards of the pupils.

3. The Conference was of opinion that museums and art galleries were a powerful factor for the education of the people, and recommended the better utilisation of existing museums and establishment of new and well-organized museums and art galleries in a large number of places.

4. In view of the fact that a considerable number of important objects of Indian art had gone out of the country during the last two hundred years, the Conference recommended that Government might undertake a survey of these objects and prepare a fully documented list for the use of Indian students of arts.

REPORT OF THE NATIONAL SEMINAR ON THE ROLE OF ARTS AND CRAFTS IN EDUCATION AND COMMUNITY DEVELOPMENT*

- When and where held* : 7th to 12th March, 1957,
at Kalakshetra, Adyar, Madras.
- Director of the Seminar* : Prof. R. Srinivasan.
- Chairmen of different sessions* : Shri A. Kalam ; Shri A.N.
Sehgal ; Shri C. Garg ;
Shri G. Venkatachalam ;
Smt. K. Chattopadhyaya ;
Smt. Rukmini Devi.

Genesis : The Indian National Commission for Co-operation with Unesco at its first conference held in January, 1954, recommended that a Seminar on the role of "Arts and Crafts" in Education and Community Development should be organised with a view to studying all the aspects of this important problem at the national level. In accordance with this recommendation, this Seminar was held.

The Conference was represented by teachers teaching Arts and Crafts in schools, teacher training colleges, social education centres and art schools. Besides these, a representative each of the All India Handicrafts Board, Lalit Kala Akademi, Ministry of Community Development and a few specialists representing the fields of Arts and Crafts were invited.

Major Recommendations

1. Traditional arts and crafts be an essential part of the educational curriculum in schools and colleges.
2. Exhibitions of arts and crafts be frequently organised.

*Published by the Ministry of Education, Government of India.

3. Research centres for reorientating old designs to suit modern needs and requirements be set up in all the States.

4. The exhibitions of ideal homes for different socio-economic groups be organized and widely publicised to educate people in beautifying their homes aesthetically.

5. Expert traditional craftsmen may be employed in craft schools along with craft teachers, as these traditional craftsmen have better mastery over the crafts and bring a professional quality to the work.

6. Children should be surrounded by good works of arts and crafts in the school rooms.

7. Children should be taught to differentiate between the beautiful and the ugly and the useful and the useless.

8. The State should give financial aid to the schools to start museums in the schools and also to improve the facilities for teaching of arts and crafts by getting better trained and qualified teachers.

9. There should be more of the educational aspect in the teaching of art in the lower classes than on the economic or the utility aspect of art.

10. The Arts and Crafts activities be organised in the community centres so as to provide people a healthy relaxation and also enable them to understand their art heritage.

11. To educate the public in the proper appreciation of the traditional arts and crafts and develop in them good taste and an eye for beauty, exhibitions should be arranged in all important places of the country.

12. A campaign must be undertaken to make our homes essentially Indian in atmosphere and in all details.

REPORT OF THE COMMITTEE FOR MUSIC EDUCATION*

Genesis : The Government of Bombay considered it desirable to promote the study and appreciation of music. The teaching of music then did not find a definite place in the syllabus of studies for Secondary or Primary Schools excepting in Girls' Schools. The government considered that the study of the subject should receive greater encouragement in educational institutions and its teaching should be on sound basis. The question as to what extent the study of music should form part of syllabus for primary, secondary and higher education needs consideration. The Music Education Committee was accordingly appointed by the Government of Bombay, Education and Industries Department.

Chairman : Shri G.B. Jathar.

Members : Sarvashri S A. Deshpande, K.G. Phulambrikar, V.N. Patwardnan, B.R. Deodhar S.R. Tatti, K. Mamawala, D.G. Vyas G.H. Ranade and the Director of Public Instruction.

Terms of Reference : To survey the whole field of Music Education and in particular to examine and make recommendations on the following matters :

(a) The place of music in the various stages of our educational system.

(b) Qualifications to be prescribed for teachers of Music in (i) Primary, (ii) Secondary and (iii) Special Schools.

(c) Grants-in-aid to be paid to Schools in respect of Music.

(d) Curriculum in Music to be followed in the various types of Schools.

(e) The syllabus in Music for public examinations, viz., the Primary School Certificate and the School Leaving Certificate.

(f) The possibility of having a uniform system of notation of Indian Music.

*Published by the Education and Industries Department, Government of Bombay, 1949.

Major Recommendations

1. Music should be made a compulsory subject for all the classes of the Primary School.
2. It should be a compulsory subject also in the Secondary school up to the end of the first three years.
3. It should be a compulsory subject in the Primary Teachers' Training College both for men and women.
4. Special schools for teaching higher Music should be opened by the Government at the principal centres in the Province.
5. In the first four years of the Primary stage Music should be taught by the Listen and Imitate method.
6. In the Fifth, Sixth and Seventh of the Primary and the first three standards of the Secondary School, students should be taught to distinguish and reproduce the notes as they occur in the *Ragas* prescribed for each year, so that at the end of the 3 years the students would be able to reproduce and distinguish all the 12 notes that commonly occur in music.
7. There should be an Entrance Examination in Music for which the syllabus should be the same as for the S.L.C. or Matriculation with music.
8. Those who pass the S.L.C. Examination with Music and also those who pass the above Entrance Examination will be eligible for admission to the Special Schools of Music meant to train students for a professional career in Music, vocal as well as instrumental.
9. The Special Schools of Music should also conduct a training class of one year's duration with a test at the end of it for Teachers of Music in the Higher Primary and Secondary Schools.
10. In the first four years of the primary stage, the trained teacher will as at present, teach all subjects including music since music will now form a compulsory subject in the Primary Teachers' Training College.
11. Above the compulsory stage the minimum qualification for the Music Teacher should be Sangeeta Visharad Certificate of the Tilak Maharashtra Vidyapeetha, the Gandharva Maha Vidyalaya, the Poona Bharat Gayan Samaj, the Baroda College of Music, or the Music Board for Karnatak Music, or an examination considered as equivalent to these by the Board of Music Education.
12. As the compulsory introduction of Music in schools will be a new feature, every school will of necessity require a

special Music class which must be situated at a distance from the other classes, or must be made sound-proof. This would be beyond the financial capacity of many schools. We, therefore, recommend that Government should give a special building grant for the purpose covering at least 50 per cent of the expenditure incurred.

13. For the purchase of instruments, music books and other teaching aids, Government should give 50 per cent of the cost as equipment-grant.

14. The salaries and allowances of the music teachers should be recognised by Government for purposes of grant, which at least in the first five years should be 10 per cent higher than the rate allowed for other subjects.

15. In the Primary Schools the teacher of music will be a Trained Teacher. He should, therefore, receive the same scale as the Primary Trained Teacher.

16. A Matric or S.L.C. with Music who has secured the Teacher's Certificate in Music should be given the same scale as a Matriculate S.T.C.

17. A Sangeet Visharad if he is a Matric or S.L.C. should be given the scale of a graduate.

18. If he is only a Sangeet Visharad, he should be given the scale of a Matric S.T.C.

19. No music teacher should be employed on a part-time basis. If necessary, two or more Schools may be permitted to combine and employ between them one full-time music teacher and allocate to him full-time work in music and allied subjects (like P.T. music) with corresponding pay and privilege.

20. The Committee recommends that a Provincial Board of Music Education should be appointed to advise the Government on policy regarding music education, framing of the several courses, compilation of text-books, conducting the Special School Examination and supervision of music education.

21. At Bombay, Poona, Ahmedabad and Dharwar, to begin with, there should be maintained an up-to-date Museum and Library of Music Instruments, Gramophone Records, Charts, Books and Periodicals on Music, etc.

22. No entertainment tax should be charged for performances held under the auspices of *bona fide* Music Institutions or Music Circles, as they really perform a public service in training the artistic taste of the people.



Sanskrit Education

INTRODUCTION

Before the *Charter Act of 1813* the East India Company had no interest in 'the revival and improvement of literature and the encouragement of the learned natives of India'. The indigenous educational system included Sanskrit Pathshalas or Tols generally held in the houses of the teachers or in the temples and financially supported by Rajas or landlords.

In the year 1783, Sir William Jones, one of the most brilliant men of the 18th Century, came to India as a judge of the Supreme Court. His interests to learn Sanskrit grew so strong that within 6 years he not only mastered the language but translated Kalidasa's *Shakuntala*. Another Englishman who already knew Sanskrit was Charles Wilkins. The writings and translations of these two English Sanskritists attracted the attention of European scholars to Sanskrit language and literature in the last two decades of the 18th century. This new enthusiasm for Sanskrit must have been one of the reasons that actuated Lord Cornwallis to start in 1791, the Banaras Pathshala, later known as Sanskrit College. In the 1820's, other institutions were established by way of encouragement to the study of Sanskrit, like the Poona Sanskrit College (1821), the Sanskrit College at Calcutta (1824), the Oriental College in Delhi (1825) and the Oriental College at Agra (1827).

During this period the famous controversy between the Orientalists and the Anglicists waged for some time, but at the end the popularity of English education grew fast and the influence of the Orientalists waned. It culminated in the *Macaulay's Minute* (1835) advocating for 'a class of persons Indian in blood and

occur, but English in taste, in opinions, in morals and in intellect.' Lord William Bentinck wholly concurred with the views of Macaulay and resolved in 1835 that 'the great object of the British Government ought to be the promotion of European literature and science' through the medium of English and no portion of the funds shall be employed on the printing of oriental works. With *Wood's Educational Despatch of 1854* and the establishment of three Universities in 1857, the position of Sanskrit education improved a little, though it was emphatically declared that the educational policy aimed at the diffusion of European knowledge. In fact, interest in Sanskrit never died. A new nationalism revived interest in Sanskrit literature and learning. Swami Dayananda Saraswati and his Arya Samaj, Swami Vivekananda and the Vedanta movement, Rabindranath Tagore and his Shantiniketan, Sri Aurobindo and his Pondicherry Ashram indirectly contributed to the revival of Sanskrit. Princely States continued to honour Sanskrit pandits and to establish and support Sanskrit institutions.

With the independence there started a new renaissance of the Indian culture. The place of Sanskrit came to be established. The *University Education Commission* regretted that 'it is unfortunate that we have not realised sufficiently the importance of the study of classics in our languages,' but expressed hope 'that our students will be encouraged to take up Sanskrit in their degree courses'. The *Secondary Education Commission* also lamented that the number of persons that take to classical studies are diminishing fast, though Sanskrit has always appealed, both from the cultural and religious points of view, to the bulk of Indians. It concluded : "There is a great deal to be said in favour of the view that the study of this language should be promoted and that those who wish to take to it, should be given every encouragement possible."

This *Section* contains the major recommendations of the *Conference of Professors of Sanskrit* (1955), and the *Sanskrit Commission* (1956-57), which fully devoted itself to the consideration of the question of the present state of Sanskrit education in all its aspects. It gave a special place of honour to the study of Sanskrit, and desired to see it enthroned in its pristine glory. The Commission wrote : "In addition to the preservation of Indian cultural as well as political unity and the maintenance of the intellectual pre-eminence of India, by making this great cultural heritage a discipline of the greatest value in the study of the Humanities and

a means of character building, by bringing the atmosphere of Indianism directly to the minds of the students, Sanskrit has at the present moment, in Free India, a perennial academic value." It went as far as to recommend that Sanskrit should be declared as an Additional Official Language, that Sanskrit Universities should be established in different areas, and that Sanskrit should be made a compulsory subject in all the schools through a Three-Language or a Four-Language formula. The *Education Commission* recognized the importance of Sanskrit and its special claim on the national system of education ; but it did not agree to include Sanskrit in the Three-Language formula and did not support the idea of Sanskrit Universities. It is understandable why the *Education Commission* confronted with a science-based world could not evince the same amount of enthusiasm as did the *Sanskrit Commission* for making Sanskrit compulsory in schools and starting Sanskrit Universities.

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**PROCEEDINGS OF THE CONFERENCE OF PROFESSORS
OF SANSKRIT***

When and where held : 30th September and 1st October, 1955, at New Delhi.

Chairman : Shri Humayun Kabir, Secretary to the Government of India, Ministry of Education.

Genesis : A Conference of Professors of Sanskrit in Indian Universities was convened by the Ministry of Education, Government of India, as it was considered necessary to seek the advice of teachers for the reconstruction of syllabus, the maintenance and coordination of teaching in the subject.

Inaugural Address :

Inaugurating the Conference, Professor Humayun Kabir said that Sanskrit was one of the major cementing cultural forces in India. The stream of its living tradition had continued to flow through the long centuries of Indian History. Unfortunately, the stream was running thin and the problem, which the Conference would no doubt consider, was how to restore its strength. Sanskrit had an important role to play in contributing to the sense of unity among the people.

Summing up, Professor Kabir said that the task before the Conference was to consider how the study of Sanskrit in schools, colleges, universities and other institutions could be toned up and improved, and how Sanskrit could be made a living force so as to attract our best students.

Major Recommendations

1. It is desirable to familiarise children, even at the elementary stage, which the Sanskrit language and thought through

*Published by the Ministry of Education, Government of India, 1956.

simple *subhasitas*, *stotras* etc., and through versions in their mother-tongues of stories from representative Sanskrit classics.

2. Sanskrit be made an independent compulsory subject for all students in secondary and higher secondary schools, the duration of the study of Sanskrit at these stages not being less than four years.

3. In the B.A. (Pass) or B.A. (Hons.), those who do not offer Sanskrit as an option, be required to take one paper embodying elements of Sanskrit culture, provided that students offering Ancient Indian History, Indian Philosophy or any one of the modern Indian languages, take an additional paper in Sanskrit with a suitable syllabus.

4. The Conference strongly felt the need for the formation of an All-India body, to be called the All-India Board of Sanskrit Studies to advise the Government of India on all matters relating to Sanskrit education at all levels.

5. There was scope for improving the method of teaching Sanskrit so as to make it both interesting and effective; and for this purpose, Sanskrit teachers should employ the direct method, and as far as possible teach through the medium of Sanskrit, at least in Pathshalas.

6. Except in the case of reputed Pandits of the traditional type, teachers of Sanskrit in the respective stages be persons of the minimum qualifications specified against each of them :—

- (1) *Secondary and Higher Secondary Stages*: Diploma or Title holders, for example, Tirtha, Acharya, Shastri, Siromani, Vidwan, and other equivalent examinations.
- (2) *Degree Classes*: Sanskrit M.A. or B.A. (Hons.).
- (3) *Head of the Sanskrit Department or Chief Professor*: M.A. or B.A. (Hons.) with a research degree or a record of research work of approved merit, and at least five years' experience of post-graduate teaching.

7. Both at the Centre and in the States special efforts to be made to organise the survey and collection of Sanskrit manuscripts, and the preservation, cataloguing and publication of those manuscripts.

8. For the development of Higher Sanskrit Studies and Research, Government should help in the establishment of full-fledged Chairs in Sanskrit in all universities where they do not exist.

9. Every possible effort be made by the Government to preserve traditional Sanskrit learning by extending liberal patronage to persons trained in that discipline and by making available to them all facilities for suitable employment.

REPORT OF THE SANSKRIT COMMISSION, 1956-1957*

Genesis : In response to the demand voiced forth by the public and the Parliament, the Government appointed the Sanskrit Commission on 1 October, 1956, in order to consider the question of the present state of Sanskrit education in all its aspects. The Commission presented its Report to the Government on 30 November, 1957.

Chairman

1. Dr. Suniti Kumar Chatterji, Chairman, Legislative Council, West Bengal.

Members

2. Prof. S.K. De, Professor of Sanskrit Language and Literature, Post-Graduate Research Department, Sanskrit College, Calcutta.
3. Shri T.R.V. Murti, Sayaji Rao Gaekwad, Professor of Indian Civilization and Culture, Banaras Hindu University.
4. Shri J.H. Dave, Director, Bhartiya Vidya Bhavan, Bombay.
5. Dr. V. Raghavan, Professor of Sanskrit, University of Madras.
6. Asthana-Vidwan Panditaraja V.S. Ramchandra Sastry, Sankara Mutt, Bangalore.
7. Shri Vishva Bandhu Shastri, Director, Vishveshwaranand Vedic Research Institute, Hoshiarpur.
8. Dr. R.N. Dandekar, Head of the Sanskrit Department, University of Poona (*Member-Secretary*).

Terms of Reference : (a) To undertake a survey of the existing facilities for Sanskrit Education in Universities and non-University institutions and to make proposals

*Published by the Government of India, 1958.

- for promoting the study of Sanskrit, including research and
- (b) to examine the traditional system of Sanskrit Education in order to find what features from it could be usefully incorporated into the modern system.

Major Recommendations

A. Sanskrit Education

1. *Sanskrit in Secondary Schools* : Compulsory provision for the teaching of Sanskrit should be made in all the schools.

2. *The Language Formula* : In Secondary schools, students should be taught three languages, namely (1) the mother-tongue (or the regional language), (2) English, and (3) Sanskrit (or, in some special cases, some other classical language as equivalent to Sanskrit, e.g., Arabic, Persian, Old Tamil, Latin or Greek). It is not advisable to add the burden of Hindi as the fourth language at the school stage. The best results will be achieved if Hindi is made a subject of study at the college stage, on the basis of a knowledge of the mother-tongue and Sanskrit. In addition to the provision for Sanskrit in the scheme of language studies, some account of the thought, culture and literary productions in Sanskrit should be included in the subject of Social Studies.

3. *The Traditional System of Sanskrit Education and Learning* : The traditional Pathshala system of Sanskrit education and higher studies should be continued and preserved and recognised as an accepted form of education, like any type of school and college education. The Pathshala system should be revitalised by reorganising the Pathshala courses with the introduction in them of some modern subjects like the mother-tongue, English, General Science including Mathematics, and Social Studies.

4. *College and University* : No university in India should be without a Department of Sanskrit or a Chair in Sanskrit.

5. *Integration of the Two Systems* : It is premature to make any forced attempt at an integration of the Pathshala and the University systems of Sanskrit Education into a single system but there should be a greater measure of co-operation between the two systems so that a healthy and lasting integration of the two might naturally emerge at some future date.

6. *Sanskrit and Other Indian Languages* : In view of the

intimate relation of Sanskrit with the several Indian languages, the special study of all the Indian languages at the B.A. (Hons.) and M.A. stages should include a study of Sanskrit.

B. Teaching of Sanskrit

1. *Schools* : Owing to the peculiar nature of Sanskrit, a certain amount of memorising, particularly of declensional and conjugational forms, should be made a legitimate part of Sanskrit instruction. At the earlier stages, grammatical forms should be taught as full-fledged parts of speech, rather than as stems, roots and terminations.

2. *Colleges* : The number of texts prescribed should be reduced so that these texts could be studied with greater intensity.

3. *Pathshalas* : The course of studies in the Pathshalas should be more broadbased, and that too narrow and too premature specialisation in a single Sastra should be avoided. Students of the different Sastras should be given a knowledge of the corresponding developments in Western thought.

C. Sanskrit Research

1. *Pathshalas and Pandits* : In all universities, facilities for research should be afforded to the products of the Pathshalas as much as to those of the universities and colleges.

2. *Universities* : The University Sanskrit Departments should be so strong as not to allow the quantum of research work to suffer on account of an overload and degree-class teaching.

3. *Publications* : Greater facilities should be made available for the publication of the results of research done in the different universities.

4. *Projects* : In the interest of the entire Sanskrit research in the country, the authorities should concentrate, for the time being, on helping expeditions, execution and completion of the important large-scale projects, which have already been undertaken at the different centres, such as, the Critical Edition of the Mahabharata, the Vedic Word Concordance and Vedic Dictionary, the Critical Edition of the Ramayana.

5. *Central Institute of Indology* : The Government should establish a Central Institute of Indology.

6. *Prizes, Foundations* : Prizes for Sanskrit and Indological

work, on the model of those awarded by the Sahitya Akademi, should be instituted to promote high class research work.

D. Manuscripts

The Government should pay due attention to the question of manuscripts, as the content, value and standard of the research work in the field of Sanskrit primarily depend on the discovery of outstanding Sanskrit works among the manuscripts lying scattered all over the country.

E. Sanskrit Universities

With a view to upgrading and toning up the traditional system of Sanskrit Education, Sanskrit Universities should be established in different areas. The function of the Sanskrit Universities should be to co-ordinate the Pathshalas and Sanskrit Colleges, regulate their courses of studies, inspect their working and conduct their examinations.

F. General

1. Sanskrit should be declared as an Additional Official Language (by the side of Hindi and English, for the time being) to be used for such public purposes as may be feasible.

2. Sanskrit should be officially used on all such ceremonial occasions as the taking of oath, the swearing-in ceremony, the award of National Decorations and Honours, the University Convocations, etc.

3. The infinite resources of Sanskrit literature, particularly of its pithy sayings and didactic stanzas (*Subhasitas*) should be utilised in schools and colleges for such moral and non-denominational religious instruction as might be imparted in these Educational Institutions.

4. Devnagari should be accepted as the Uniform Script for Sanskrit and should be taught to all students of Sanskrit; that, at the same time, the practice of using Local Scripts for Sanskrit should be continued. The full exploitation of Sanskrit and the technical and scientific literature available in it should be made for the building up of an All-India Scientific and Technical Terminology.

5. In view of the fundamental importance of the Vedas from the point of view of the later development of Sanskrit Literature and Indian Thought and Philosophy, special attention should be paid to the preservation of the Oral Tradition of the different Vedas.

6. The Indian Administrative and Foreign Services should be given opportunities through special courses of lectures, to acquire adequate knowledge of Sanskrit Thought and Indian Culture.

7. A simple form of Sanskrit is favoured, but not a simplified or basic Sanskrit, which takes liberties with the grammar of the language.

8. The Central Government should take early steps to set up a Central Sanskrit Board.



Science Education

INTRODUCTION

The modern society is basically rooted in science. In 1963, Prime Minister Jawaharlal Nehru announcing the scientific policy of the Government of India stated in the Parliament: "Science has developed at an ever-increasing pace since the beginning of the century, so that the gap between the advanced and backward countries has widened more and more. It is only by adopting the most vigorous measures and by putting forward our utmost effort into the development of science that we can bridge the gap. It is an inherent obligation of a great country like India, with its tradition of scholarship and original thinking and its great cultural heritage, to participate fully in the march of science which is probably mankind's greatest enterprise today."

Accordingly, the Government of India have decided to foster, promote and sustain the cultivation of science and scientific research in all its aspects—pure, applied and educational.

In 1964, the *Indian Parliamentary and Scientific Committee* produced a report on *Science Education in Schools*, the first document wholly devoted to the study of the subject. The *Education Commission* (1964-66) introducing the chapter on *Science Education and Research* wrote: "The basic approach and philosophy underlying the reconstruction of education adopted by us in this Report rests on our deep conviction that the progress, welfare and security of the nation depend critically on a rapid, planned and sustained growth in the quality and extent of education and research in science and technology." The major recommendations of the Committee and the Commission regarding science education constitute this *Section*.

As early as the *Charter Act of 1813*, it became a directive to the Governor General-in-Council to spend money 'for the introduction and promotion of a knowledge of the sciences among the inhabitants of the British territories of India'. Science teaching in India first started in the Calcutta Hindu College founded in 1817 under the leadership of Raja Ram Mohan Roy. But it must be noted that lack of equipment, lack of laboratories, inadequate teaching staff, the eternal want of funds and absence of any interest to develop the Indian economy through industrialization were some of the problems that handicapped science teaching and scientific research in the pre-independence era. After the independence India became intensively aware to the need of teaching science in a big way.

The *University Education Commission* (1948-49) recommended that 'as a part of general education for living, every step of education from primary school to the completion of undergraduate university work should include teaching of science'. It, however, recognized the need for different kinds of science courses for science and non-science students. The Commission felt that the aim of science course for the non-science student was not to make him a qualified scientist but to give him as much background as to make his general reading and experience in the field, interesting and intelligent. The course for science student was to be 'more detailed, more rigorous, more in the nature of a foundation for later specialization in the field'. The *Secondary Education Commission* (1952-53) recommended a 'general science' course for the middle stage and a reoriented specialized science course with Physics, Chemistry and Biology as independent subjects at the high school stage. It observed: "It is to be noted that the science syllabus in the secondary school is not directed to the *production of scientists*. Its aim is to give basic understanding and appreciation of scientific phenomena—biological and physical—which may prepare the *non-scientist* for a fuller and more complete life. At the same time, the courses should give fundamental principles to those relatively few who will later specialize in science." Thus, where the *University Education Commission* proposed two different types of science courses for science and non-science students, the *Secondary Education Commission* suggested two different purposes of the same course.

The *Education Commission* (1964-66) took a pivotal stand on

science education. It saw science as a basic component of education and culture. It was not only necessary to make science as an integral part of our education but also urgent to raise the quality of science teaching to promote an ever deepening understanding of basic principles, to develop problem-solving analytical skills and to foster the spirit of enquiry and experimentation. The scientific outlook has to become a part and parcel of our daily living. But there is a note of caution. India should learn to harness science but she must also learn not to be dominated by science. A new thesis has been presented to the educational world with a vitalizing conviction. India should strive to bring science and the values of the spirit together and in harmony. "If science and *ahimsa* join together in creative synthesis of belief and action, mankind will attain to a new level of purposefulness, prosperity and spiritual insight."

SCIENCE EDUCATION IN SCHOOLS*

[Report of the Indian Parliamentary and Scientific Committee]

Genesis: The Indian Parliamentary and Scientific Committee was formed in August, 1961, with the purpose of bringing Parliamentarians and scientists together on a common platform for discussion and exchange of ideas which could be useful to both. The Indian Parliamentary and Scientific Committee formed a Study Group with Shri H.C. Dasappa, M.P., as Chairman in 1962 to study and examine the problem of "Scientific Education in Schools" with a view to finding out the position how the science course is organised in the primary, middle and high, higher secondary schools in relation to policies and decisions arrived at the Centre and the States when the Third Plan commences. The Members of Parliament of both the Houses took keen interest in the subject and the Study Group was guided in its deliberations by experts and officers of the Ministry of Education, Planning Commission, University Grants Commission and Delhi University.

Chairman : Shri H.C. Dasappa, M.P.

Members : Prof. H. N. Mukerjee; Dr. Tara Chand; Shri Ganga Sharan Sinha; Shri R.P.N. Sinha; Shri C.R. Basappa; Shri Patil Putappa; Dr. K.L. Rao; Shri A.N. Vidyalkar; Shri Basant Kumar Das; Shri Sham Lal Saraf; Dr. H.K. Mahtab; Dr. M.M.S. Siddhu; Shri M. Ruthnaswamy; Dr. M.S. Aney; Shri S.C. Samanta; Shri M. Malaichami; Shri P.R. Ramakrishnan; Shri Tekur Subrahmanyam; Shri N.R. Ghosh; Shri K.K. Warior; Shri Jagannath Rao Chandriki; Prof. A.R. Wadia; Shri B.N. Bhargava; Mrs. Savitri Nigam; Dr. Jawaharlal Rohtagi; Prof. Mukut Behari Lal; Shri Y.P. Mandal.

*Published by the Government of India, 1964.

Experts: Dr. A. N. Khosla; Dr. D. S. Kothari; Shri P. N. Kirpal; Dr. A. C. Joshi; Shri K.L. Joshi; Shri Raja Roy Singh; Dr. K.P. Basu; Shri K. Ray; Mrs. S. Doraiswamy; Principal M.N. Kapur; Dr. B.D. Jain.

Convener: Shri Krishan Kant, Secretary of the Indian Parliamentary and Scientific Committee.

Objective of the Study: The main objective of the Study was to acquaint the Members of Parliament with the problem of science education in schools and to see how they could assist through Government machinery and other organisations in the States and at the Centre in improving science teaching in the schools and attaining those objectives which have been enunciated by different Expert Committees of the Ministry of Education and in the Reports of the Planning Commission.

Major Recommendations

1. *Science in Primary Schools:* Science education in the primary schools should be introduced in the form of nature study. Not less than 25% of the lessons in the different language readers could be devoted to science subjects in the form of stories, explaining the phenomena in nature as well as the lives of great scientists who have contributed to the making of the modern world.

2. *Science in Classes VI, VII & VIII:* General Science courses could be started in the middle schools, i.e., classes VI, VII and VIII. The emphasis here should be on general knowledge. It would be desirable to have consultation with the State governments at the Centre and a policy regarding contents of courses should be evolved in such a way as would be acceptable to all the States and certain uniformity established about these courses. There could be a variety of textbooks giving illustrations and, perhaps, simplified approaches to explain the content of the subject. No attempt at specialisation in any subject should be made at this stage.

3. *Science at the High School/Higher Secondary Stage:* At the High School stage science should be compulsory for all students, but it has to take the form of separate subjects as mathematics, physics, chemistry, biological sciences, etc., along with the other humanistic subjects. While formulating the courses it should be seen that there is a balance between the courses in science and

courses in humanistic subjects and the one does not outweigh the other. At the high school stage or higher secondary stage of one year more, or junior college stage of the intermediate level of 2 years, after high school, two kinds of science courses should be provided:

- (i) General science, compulsory for all at the lower stage to enable every citizen to understand the modern world ; and
- (ii) Optional or elective science for those who are going to adopt a career requiring scientific knowledge or of applied science like engineering, medicine and agriculture.

4. *Modernisation of School Curriculum*: The process of making the school courses up-to-date should be a continuous one for, as stated by the Crowther Report, 'periodical revisions of the intellectual diet are necessary'.

5. *Science Textbooks*: Energetic action on the State and national level is required to make progress in the preparation of the high quality school textbooks. The programme that the National Council of Educational Research and Training has initiated regarding preparation of good textbooks in science is commendable. It reflects recognition of the fundamental need to bring the specialists in the universities and the secondary schools closer together in the attempt to provide improved books for secondary schools.

6. *Summer Institutes for Secondary School Teachers*: The programme of Summer Institutes for secondary school teachers and the collaboration that it provides between universities and the secondary school system represent a very promising development. It is of utmost importance that the secondary school teacher should be helped to make himself acquainted with the latest developments in his subject, because nothing contributes more to improved methodology of teaching than a mastery of the subject-matter and the mental stimulation that knowledge of advancing frontiers provides.

7. *School Buildings and Laboratories*: As the University Grants Commission is most concerned with leadership in science education, it should have a cell which will continuously study the problem of designing plans of buildings and laboratories for colleges and high schools.

8. *Expenditure on Pupils*: Simplest science apparatus should be made available to students, and the cost of textbooks should be reduced by production in large numbers.

9. *Examinations*: Records of students and their practical work in the laboratories or in the classroom should carry enough credit to enable the student to pass to the higher stage or higher class along with other credits that he would collect throughout his course of study.

10. *Teachers and Conditions of Service*: Both training of science teachers and their conditions of service have to be undertaken as a problem of study by the Ministry of Education.

The attention of the State governments and the Central Ministry of Education may be drawn to the need of setting up museums of science; introducing hobby workshops; preparing handbooks for teachers and students; and organizing periodical conferences of science teachers.

FROM THE REPORT OF THE EDUCATION COMMISSION (1964-66)
ON SCIENCE EDUCATION

Major Recommendations

CHAPTER XVI
SCIENCE EDUCATION & RESEARCH

1. *General Principles* : The progress, welfare and security of the nation depend critically on a rapid, planned and sustained growth in the quality and extent of education and research in science and technology. It is unfortunate that India today is almost at the bottom end of the ladder of GNP per capita, as also of the ladder of per capita expenditure on education and research. In view of the limited resources available, the following measures are needed to make rapid progress :

(1) A rigorously selective approach has to be adopted.

(2) In postgraduate studies and research, the standards of attainment must bear international comparison. The only way this can be done is through a most careful selection of subjects for advanced study and research, selection of the most able students for such courses, and by building a small number of centres of excellence and assigning to each of these, resources exceeding a certain critical size.

(3) In the utilisation of our scientific manpower we must strive our utmost to achieve high efficiency—higher even than in the industrially developed countries. We should determine our priorities and programmes in education and research on the basis of hard 'indigenous' thinking and needs, and not follow the fashion set by other countries whether highly 'advanced' or not so advanced.

(4) The development of science must derive its 'nourishment' from our cultural and spiritual heritage and not bypass it.

(5) The need from the earliest stage of science education for a proper understanding of the basic principles and the process of

scientific abstraction and creative thinking must be emphasized. (16.01-14)*

2. *Science Education*: (1) Apart from improving the standard of the postgraduate courses, the postgraduate enrolments in science and mathematics need to be expanded several-fold in the coming decades to meet the demands of rapidly expanding secondary and higher education and of research.

(2) It is necessary to develop a number of Centres of Advanced Study in science and mathematics. This academic staff should be of the highest quality and should include, wherever possible, some persons of international standing.

(3) The regional imbalances in the development of science education should be reduced to the minimum.

(4) There is an urgent need to revise drastically the undergraduate and postgraduate curriculum in science.

(5) There should be well-equipped workshops in every college and university department of science. Students should be encouraged to learn the use of workshop tools and get acquainted with some of the essential laboratory techniques and practices.

(6) Special and urgent attention should be paid to the development of experimental physics and chemistry. In the field of biology, the study of micro-organisms and their role in medicine and agriculture deserves much more attention than is generally the case. Astronomy and astro-physics also need emphasis.

(7) Students in science subjects should have some knowledge of the theory of errors, basic statistical concepts, and statistical design of experiments.

(8) Apart from the evaluation of class records and the experiments performed by students, there need be no practical examinations as part of the final examination.

(9) The need of the day is to bring science and technology closer together in our educational system.

(10) Apart from the regular two-year M.Sc. courses there is need to provide one-year courses or of even shorter period, for specialised training in subjects relevant to present scientific, industrial and other needs.

(11) The programme of the summer science institutes brings together, in active participation school and college teachers and

*The figures within brackets at the end of each recommendation indicate, respectively—

1. The number of the Chapter in the Report, and

2. The number of the paragraph.

leading university professors. It is a major instrument in the country's effort towards the improvement of science education. (16.22-37)

3. *Investment in Research* : In an age characterised by science and technology, research is almost a necessary pre-condition for all kinds of human endeavour. In the industrially advanced countries the growth of investment in research and development and of manpower engaged in these activities, has surpassed all expectations. The Indian expenditure on R and D is 0.3 per cent of the GNP. Our effort in R and D will have to be stepped up. (16.40-44)

4. *University Research in Science* : A major weakness of Indian education and research is the relatively very small part played by the universities in the sum total of Indian research which itself is far smaller than what it should be in relation to our capabilities and needs. A stage has now been reached when deliberate support and encouragement of advanced study and research in the universities should become a fundamental goal of our national policy. (16.46)

5. *Mathematics* : It is important that a deliberate effort is made to place India on the 'world map of mathematics' within the next two decades or so. Advanced centres of study in mathematics should be established at three or four universities in the next five to ten years. One or two special secondary schools for pupils with unusual mathematical ability should be set up in the near future. (16.53-55)

6. *Equipment* : Measures will have to be found for efficient use of existing equipment and only such equipment as cannot be produced within the country and whose import is inescapable should be imported. (16.59)

7. *Pure and Applied Research* : It is wrong to assume that universities should perform almost exclusively, leaving applied research and development in all branches of science to other institutions. Today with the advance of science and technology, the distinction between pure and applied research between a research scientist and a research engineer—has become artificial, and in service fields (e.g. electronics) it has almost disappeared. It is necessary to place special emphasis on applied and industrial research. (16.65-70)

8. *National Science Policy* : It is most important for the governmental authorities at the highest level to ensure that on

major scientific issues they can get advice which is as impartial and objective as it possibly can be. For this, it is essential to have an advisory body which should have on it, besides heads of major agencies concerned with scientific research, persons who have a high standing and regard for their professions and who inspire general confidence—a proportion of these members should be distinguished young scientists in their thirties. The Scientific Advisory Committee to the Cabinet should be reorganized on the above lines. The Committee should be in a position to assess the broad scientific needs of the country including the universities and advise government on scientific policy and allocation of total resources between different sectors of scientific activities. (16.84-87)

9. *Science Academy*: In India the role of a National Academy is performed partly by the National Institute of Sciences. However, it may need some drastic reorganisations, if the institute is to exercise a vigorous leadership in science and play a more significant role in the scientific activities of the nation. (16.94-95)

Health and Physical Education

INTRODUCTION

The mental and moral nature of man is interlocked with his physical well-being. But the emphasis, in the past, had been more on the academic type of education without proper consideration of the physical welfare of the students. The general deficiencies of physical education at the time of independence have been well summarized by the *University Education Commission* (1948-49) : "We may say there is lack of interest both on the part of the students and the authorities, insufficient trained personnel, dearth of playgrounds and equipment, poverty of students, absence of organization, poor types of programmes, small variety of games, conflict with academic work, and inconvenience of time. These seem to be the most recurrent obstacles." The Commission was of the view that little improvement could be accomplished without establishing the prestige and importance of the work. More expert leadership and adequate staff should be provided, and the professional status and pay of physical education personnel should be recognized as on a par with academic instruction. The provision of gymnasia, playgrounds and equipment was also essential. The Commission also advised : "Health habits should be ingrained into school children and systematically inculcated to the college stage if our young men and women are to have the physical and mental health which is essential to individual and national power and happiness."

The *Secondary Education Commission* made it clear "that unless physical education is accepted as an integral part of education, and the educational authorities recognize its need in all schools, the youth of the country, which forms its most valuable asset, will never be able to pull their full weight in national welfare". The old concept of physical education as 'mere drill or a series of regulated exercises' has been rejected. "It includes all

forms of physical activities and games which promote the development of the body and mind." The Commission recommended that physical education should be comprehensive enough to include all aspects of health education ; full records of physical activities should be maintained ; teachers of physical education should be given the same status as other teachers of similar qualifications ; and other teachers of the school along with the physical instructor should actively participate in the physical activities of students. Regarding health education, the Commission emphasized the need for a properly organized school medical service in all States, and a thorough medical examination of all pupils with follow-up and treatment where necessary.

Since the publication of the *Report of the Secondary Education Commission* in 1953, there has been a large amount of thinking on health and physical education in several seminars and committees. Significant recommendations have been compiled under this *Section* from the reports of the following seminar and committees : the *All India Seminar on Physical Education for State Inspectors and University Directors* (1958) ; the *Ad Hoc Enquiry Committee on Games and Sports* (1959) ; the *School Health Committee* (1962) ; the *Committee for Co-ordination and Integration of Scheme Operating in the Field of Physical Education Recreation and Youth Welfare*, also known as Kunzru Committee (1964) ; and the *Committee on Physical Education* (1967).

The *Education Commission* (1964-66) points out : 'There has been a tendency in recent government schemes of physical education to emphasize only the physical fitness value of physical education and ignore its educational value.' The concept of physical education has been made broader, as it should contribute 'not only to physical fitness but also to physical efficiency, mental alertness and the development of certain qualities like perseverance, team spirit, leadership, obedience to rules, moderation in victory and balance in defeat'. The Commission was aware of the hard realities which one encounters while preparing programmes of physical education in schools and colleges, and, therefore, it suggested that the programmes 'should take into account not only what is useful but also what is possible in view of limitations of facilities time and number of teachers'. It also emphasized the need for re-examining and re-designing the programmes of physical education in the light of certain basic principles of child growth and development.

REPORT OF ALL-INDIA SEMINAR ON PHYSICAL EDUCATION FOR STATE INSPECTORS AND UNIVERSITY DIRECTORS*

When and where held : From 16th to 30th May, 1958,
at Mahabaleshwar.

Director of the Seminar : Shri D.G. Wakharkar.

Genesis : The All-India Seminar for the State Inspectors for Physical Education and the University Directors of Physical Education was organised by the Union Ministry of Education and was the second of its kind, the first being held for the Principals of Physical Education Institutions, at Madras, in February, 1958.

Such seminars were expected to bring together the workers in the field of physical education, with a view to studying their problems intensively and sharing their views and experiences at a stage, when physical education was undergoing changes in contents and methods and when there was a great need for the workers in the field to understand these modern ideas and trends.

The object of the Seminar, as suggested by the Union Ministry of Education, was to discuss the present system of inspection and supervision of physical education and also the development of physical education at College/University level in the context of the National Plan of Physical Education and Recreation prepared by the Central Advisory Board of Physical Education and Recreation; and to discuss the development of physical education activities in the community as a whole.

Major Recommendations

1. *Physical Education at the School Level* : (1) Physical education should be a curricular subject in the schools at all levels and should be on par with the subjects.

(2) The programme of physical education and recreation should cater to the needs, interests and capacities of the pupils

*Published by the Ministry of Education, Government of India, 1959.

and should have 'carry over' value. It should promote normal growth and development, maintenance of health, acquisition of skills and desirable social attitudes and behaviour.

(3) Leadership in the field of physical education should consist of (a) qualified staff, (b) specialist coaches, and (c) student leaders.

(4) Any of the following qualifications should be considered as approved qualification for a person to work as a physical education teacher in a secondary school : (a) A Degree in Physical Education ; (b) A University Degree with a Diploma in Physical Education ; (c) A pass in Intermediate or its equivalent with a Certificate in Physical Education ; (d) A pass in Matric or S.S.L.C. or S.S.C. or S.F. Examination with a Certificate in Physical Education.

(5) In primary schools, class-room teachers should teach physical education.

(6) Periodical refresher courses should be organised for in-service physical education teachers.

(7) Special coaching camps should be conducted for school physical education teachers at Government cost.

(8) Playgrounds should be provided by schools as laid down in the National Plan of Physical Education and Recreation. Schools may, however, have playgrounds with the following minimum limits :

<i>Category</i>	<i>Boys</i>	<i>Girls</i>
(a) High Schools	5 acres	3 acres
(b) Middle Schools	3 acres	2 acres
(c) Primary Schools	$\frac{1}{2}$ to 1 acre	$\frac{1}{2}$ to 1 acre

(9) Schools having excess open space may be required to permit the use of such open space by the neighbouring schools.

(10) Each school should have an indoor gymnasium with the dimensions of 60' x 15'.

(11) Schools should provide daily one period for physical education in the time table.

(12) The syllabus given in the National Plan of Physical Education and Recreation should be followed in all schools with suitable modifications wherever necessary.

(13) Medical inspection should be compulsory for all pupils.

2. *Physical Education in the Universities*: (1) In order to plan and promote physical education, a Department of Health, Physical Education and Recreation should be created in each university.

(2) The University Grants Commission be requested to make adequate grants to the universities for the establishment of the Department of Health, Physical Education and Recreation.

(3) Adequate provision for the medical inspection and follow up work of college students should be made by appointing a special medical officer at each university.

(4) The N.C.C. should not be substituted for the physical education programme.

(5) People should be educated in the worthy use of leisure. This should be achieved only through publicity of the right kind *i.e.* press, films, film-strips, exhibitions, demonstrations, conferences, lectures, publications, etc.

3. *Supervision of Health, Physical Education & Recreation in Schools*: In order to make supervision serve its purpose fully, the following staff may be provided in each State:

- (i) Dy. Director of Education for Physical Education and Recreation;
- (ii) Two State Physical Education Officers for men's branch and women's branch separately;
- (iii) Regional or Divisional Physical Education Officers (Men's and Women's branches separately), each in charge of a unit of about four District Physical Educational Officers;
- (iv) District Physical Education Officers (Men's and Women's branches separately), each in charge of about 50 high schools.

4. *Functions of the Supervisory Staff*: (1) Deputy Director of Education for Physical Education and Recreation should be an administrative officer for physical education and recreation. He should co-ordinate various allied activities in the State.

(2) State Officers for Physical Education should be responsible for the supervision of physical education in schools, training colleges and institutions of physical education in the State, assisting the Deputy Director of Physical Education in the formulation

of various plans and schemes and to submit their own plans. In addition, they should organise coaching camps, refresher courses, youth festivals and school rallies. Finally they should co-ordinate the work of the Divisional and the District staff for Physical Education.

(3) Divisional or Regional Officers for Physical Education should have the same duties as the State Officers, in relation to their region or division.

(4) District Physical Education Officers should be responsible for the supervision of 50 High Schools and visits to 50 Primary and/or Middle Schools inclusive of co-education institutions.

REPORT OF THE AD HOC ENQUIRY COMMITTEE ON GAMES AND SPORTS*

Genesis : There was much criticism in the press and among public of the poor performance of Indian teams in international competitions and the general decline of sports in the country. Indian Athletes had not been able to secure even the 7th or 8th position in Olympic competitions. India's position was second in Asian Games held in Delhi in 1951, fourth in Manila in 1954 and seventh in Tokyo in 1958. The Govt. of India, therefore, appointed a Committee in 1958 to investigate the persistence of low standards in sports in India and the performance of the Indian teams in international contests, such as Olympic and Asian Games, and to recommend measures for improvement.

Chairman : The Maharajahdhiraj of Patiala

Members : Shri Naval H. Tata ; Rajkumari Amrit Kaur; Shri S. M. Moinul Haq ; Dr. P. Subbarayan; Shri Jaipal Singh ; Gen. K. S. Thimayya ; Shri M. S. Duleepsinghji ; Shri N. N. Wanchoo ; Shri P. N. Kirpal; Shri M. N. Masud.

Terms of Reference : To enquire into the reasons for the poor performance of Indian competitors in International contests; to suggest measures to arrest the gradual decline in the level of performance ; and to recommend steps for the improvement of standards.

Major Recommendations

1. More facilities and better opportunities for training and competition should be provided and greater administrative efficiency achieved.
2. Greater facilities should be provided in educational institutions in the form of equipment, playgrounds and funds.
3. Incentives in the form of credit for achievements in sports and games should be provided.
4. Health, power of endurance, physical well-being of young people should be developed by improvement in nutrition.
5. The term of the office bearers in a National Federation

*Published by the Ministry of Education, Government of India, 1959.

or Association should be limited to three years with option for re-election for another term of three years.

6. No office bearer in one National Federation/Association should simultaneously hold office in any other National Federation/Association.

7. The All-India Council of Sports should be reconstituted and it should consist of 11 to 15 members, including a Chairman, nominated by the Government of India.

8. Planned coaching at all stages is essential. There is a vast talent potential in the country which should be exploited by intensive and planned coaching.

9. A beginning should be made immediately with the establishment of a Central Training Institute to provide first class coaches in different sports and games.

10. National Federations/Associations should appoint their selection committees, as far as possible, on a permanent basis and every selection committee may be constituted for a period of two years.

11. National Federations/Associations should choose as Managers the right type of persons for the performance of their difficult and onerous task.

12. Sports and games should be organised in rural areas through Vyayamshalas, Vyayam Mandals, Akharas, etc., and in co-operation with the Community Projects. Sports festivals should be organised and sports events encouraged on the occasion of fairs. Indigenous sports like Kabaddi and indigenous style of wrestling should be encouraged.

13. If schools and colleges and universities have to play their part in the development of sports and games in the country, they must have the minimum requirements in respect of playgrounds and equipment. The following standards have been recommended:

A College (with a student population of 1000 to 1500) :	10 acres for playground
A High School (with a student population of 500 to 1000) :	5-6 acres
A Middle School (with a student population of 200 to 500) :	3-5 acres
A Primary School :	1 acre

14. Where separate playgrounds cannot be made available for each educational institution, a common pool for a group of institutions should be created.

15. Standard equipment should be manufactured in the country so as to be available at cheap rates to all and facilities for its manufacture should be provided.

16. For the development of sports and games in the country it is essential that umpiring and refereeing should be of a high order.

17. The rules on amateurism laid down by the International Federations and the International Olympic Committee should be strictly followed in the country.

REPORT OF THE SCHOOL HEALTH COMMITTEE*

Genesis : The School Health Committee was appointed by the Government of India in February 1960 to assess the present standard of health and nutrition of school children and suggest ways and means of improving them.

Chairman : Shrimati Renuka Ray.

Members : Shrimati Tara Cherian ; Dr. N.B. Kabbur ; Shri K. R. Ramachandran ; Dr. M. Swaminathan ; Dr. R. P. Devadas ; Dr. C. Gopalan ; Shrimati Pushpa Metha ; Dr. V. Ramakrishna.

Terms of Reference: (a) To examine the present position of school health programme in the country in all its aspects (excluding physical education, games and sports), *e.g.*, prevention of diseases, medical care and follow-up service, nutrition, health, education, healthy environment, etc., of the students at all stages of education and to suggest : (i) further survey of studies if required; and (ii) how the work of various agencies such as medical, social and welfare associations can be co-ordinated to assist in the promotion of health of school children.

(b) To examine studies and surveys so far made to assess the nutritional standard of school children and to indicate : (i) further survey or studies needed in any specific areas; and (ii) to give concrete suggestions to institute appropriate measures to improve standards of nutrition among school children recommending, *inter alia*, ways and means for financing and organising such a programme.

(c) To examine and recommend the possibility of entrusting Primary Health Centres and other organisations for conducting a comprehensive and realistic school health programme in association with the local education administration. The recommendations should include measures to develop an effective school medical service suitable to the country.

(d) To examine the present facilities available for promoting nutritional standards of pre-school children and to suggest practical measures to improve the present position.

*Published by the Ministry of Health, Government of India, 1962.

Major Recommendations

1. *School Health Services:* (1) All children should be provided with school health services. However, with the limited resources available at present, school health services may be made available to primary school children, *i.e.*, children between 6-11 years.

(2) The functions of the school health services should be the provision of health measures both preventive and curative. These should include the detection and treatment of defects and the creation and maintenance of a hygienic environment in and around the school.

(3) All newly admitted children should have medical examination first and then again after four years, as the limited facilities available at present do not permit medical examination at frequent intervals.

(4) Prevention and control of communicable diseases in schools should be the responsibility of public health authorities.

(5) Emphasis should be laid on compulsory primary and re-vaccination against smallpox immediately. Immunization against diphtheria, whooping cough and tetanus should be made compulsory in the immediate future.

(6) With adequate training in health education and school health services, it should be possible for the teacher to undertake certain functions connected with school health services such as : (a) observation of children with a view to spot out any deviations from normal health ; (b) recording of height and weight and simple testing of vision and hearing ; (c) maintaining of health records of children ; and (d) giving first-aid

(7) During the Fourth Plan period, school health services should be provided to : (a) all children in the age-group 6-11 in rural and urban areas ; and (b) the children of middle and high schools in areas where facilities exist.

2. *School Meal :* (1) The primary aim of the school meal programme should be to improve health and encourage sound dietary habits among children.

(2) The school meal should be based on cheap nutrition and locally available foods. A sample menu may comprise a minimum of : cereals and millet - 2.5 oz ; pulses - 1 oz. ; non-leafy vegetable - 1 oz. ; oil - $\frac{1}{2}$ oz. ; and condiments and salt.

(3) Every school should be provided with protected water supply and facilities for drainage ; sanitary environment ; facilities

for storage; preparation and distribution of food; adequate space for feeding of children; and sanitary disposal of garbage.

(4) It is necessary that the Government should support the school meal programme besides the contribution of the community at the rate of 50 per cent of the total cost.

3. *Pre-School Child* : (1) A comprehensive health and welfare service for pre-school children should be introduced.

(2) Services of 'Balwadis', 'Mahila Samitis', maternity and child welfare centres, health centres, clinics and nursery schools, the pre-primary schools, pediatric centres of hospitals and social welfare and similar organisations should be utilised for the distribution of milk to pre-school children.

4. *School Health Education* : (1) Health education should be included as a part of general education in the primary, middle and secondary schools.

(2) The State Administration should take immediate steps to publish text-books on health education and to have health lessons included in other appropriate text-books.

5. *Training, Studies and Research* : (1) In teacher training programmes, health education and school health should be a required part of training. The teacher should have the knowledge of the growth and development of children, personal health, community health, school health practices and methods of health education.

(2) For the teachers who are already in service, special short term courses should be organised in the local school organisations with the technical assistance from the health personnel.

(3) Future school health and school meal policies and programmes should be developed from the results obtained through scientific surveys and studies. Studies and research are quite essential for making school health programme efficient, effective and economical.

6. *School Environment* : (1) School buildings should be simple, safe, attractive and sanitary.

(2) Every school building in urban areas, where public water supply is available, should have water supply connection and adequate number of taps. In rural areas, an independent water supply system is desirable for each school.

(3) In urban areas wherever drainage facilities exist these should be extended to all schools. In rural areas, drains should be constructed for the removal of waste water.

(4) The sale of food by hawkers in and around the school should be prohibited.

7. *School Health Administration* : (1) At the Centre, there should be a National School Health Council. Such a Council will facilitate co-operation and co-ordination of many individuals and groups that are concerned with the health of the children.

(2) Each State should have a State Council of School Health. The Director of Education and the Director of Health Services should alternatively be Secretary and Joint Secretary of the Council.

(3) At district level, School Health and School Meal Committees should be set up as sub-committees of the District Development Councils.

(4) The district health and education organisations should be strengthened appropriately to plan, implement and supervise this additional work.

KUNZRU COMMITTEE REPORT*

(Report of the Committee for Co-ordination and Integration of Schemes operating in the field of Physical Education, Recreation and Youth Welfare.)

Genesis : In pursuance of the recommendations of the Estimates Committee of the Lok Sabha, the Central Advisory Board of Physical Education and Recreation and other bodies, the Committee for Co-ordination and Integration of Schemes operating in the field of Physical Education, Recreation and Youth Welfare was constituted on the 26th May, 1959, by the Ministry of Education.

Chairman : Dr. Hriday Nath Kunzru.

Members : Sri Mahavir Tyagi ; Sri Asoka Mehta ; Smt. Ammu Swaminadhan ; Sri P. N. Kirpal ; Sri H. C. Sarin ; Sri A.A.A. Fyze ; Sri G. D. Sondhi ; Sri P. M. Joseph.

Terms of Reference : (a) To evaluate the respective merits and to define the role of various schemes for Physical Education, Recreation, Character-building and Discipline, operating in educational institutions ;

(b) To recommend measures for the proper co-ordination of approved schemes in order to avoid duplication and wastage of resources ; and

(c) To examine ways and means of developing the most useful schemes and activities for the promotion of Physical Education, Recreation, Character-building and Discipline among students.

Major Recommendations

1. *Integrated Programme :* (1) At the school stage, there should be an Integrated Programme, woven into the fabric of the educational system and consisting broadly of a basic curriculum

*Published by the Ministry of Education, Government of India, 1964.

compulsory for all and an optional curriculum. The basic curriculum should include a minimum programme of physical and cultural activities. The optional part should consist of activities like scouting, mountaineering, sports, dance, drama, music, hobbies, social service, workshop activities, etc. One of the optional subjects must be compulsory.

(2) Once such an Integrated Programme is introduced existing programmes under Physical Education, the A.C.C. and the National Discipline Scheme should no longer be continued as separate schemes.

(3) Pending the introduction of the New Integrated Programme the National Discipline Scheme and the A.C.C. may continue but should not be allowed to expand.

2. *National Cadet Corps*: (1) At the collegiate level, training in N.C.C. should be encouraged.

(2) The high cost of training under this programme should be reduced as far as possible without affecting its efficiency.

3. *Scouting & Guiding*: (1) Even after implementing the suggested Integrated Programme there should be full opportunities for students at all levels to take scouting guiding as an extra-curricular activity on a voluntary basis.

(2) To make scouting attractive in colleges steps should be taken to encourage mountaineering and hiking.

4. *Labour and Social Service Camps*: (1) The organisation and control of the Labour and Social Service Camps should be vested in educational organisations.

(2) In matters of organisation the main emphasis should be placed on the educational values of camping.

(3) Wherever possible, schools should adopt nearby villages for social service for establishing collaboration between the students and the villagers and make follow-up action feasible.

5. *Miscellaneous*: (1) All school children should have smart uniforms. If, for any reason, it is not possible to arrange for uniforms for all, the students may at least have a common belt or a common badge as a sign of belonging to a particular institution.

(2) Small labour and social service undertaking within the school campus should be encouraged.

(3) Students should be encouraged to hold periodic camp fires, songs and dance shows and even simple dramatic plays in neighbouring mohallas or in nearby villages.

(4) Morning assemblies should be held in every school and

the school's work should begin with the singing of the National Anthem, followed by other community songs.

(5) Each student must be taught how to salute, hoist and lower the National Flag. He should also have an understanding of what the Flag stands for.

(6) Three kinds of Honour Rolls should be set up in every educational institution—for academic work, for sports and for general good work and conduct. Cases of special behaviour or courageous action should be specially mentioned at periodic student and staff meetings.

(7) To encourage the spirit of comradeship and healthy competition, each school should introduce the 'house system' and organise art exhibitions, inter-house debates, discussions, literary competitions, team games, etc.

(8) Educational tours should be encouraged but teachers should take care to ensure that the tours are made purposeful and not converted into mere sight-seeing jaunts. The students should be asked to keep diaries of the places visited and those with well maintained diaries should be complimented.

(9) A net work of youth hostels should be set up to encourage students to go on hikes.

(10) Projects like Inter-University Youth Festivals and the Inter-University and Inter-State Sports Meets should be encouraged. Inter-village festivals, in which students should take a larger part are also commended.

REPORT OF THE COMMITTEE ON PHYSICAL EDUCATION*

Genesis : Though the University is mainly concerned with the advancement of knowledge and the transmission of cultural heritage from one generation to another, it has also the responsibility for the development of a sound and integrated programme of physical education. "It cannot, however, be said that the contribution of physical education to a programme of general education has been fully appreciated in India. Nor can the facilities for physical education provided in our universities and colleges be considered in any way adequate." Accordingly, with a view to examining the present facilities for physical education and the standards and quality of games and sports in the Indian Universities and colleges and to recommend measures to be taken for removing inadequacies and improving the standard and level of performance, the University Grants Commission appointed a Committee in December, 1965.

Chairman : Dr. C.D. Deshmukh, Vice-Chancellor, Delhi.

Terms of Reference : To examine the present facilities for physical education (including games and sports) in Indian universities and colleges ; and to suggest how best these could be improved and the quality of physical education raised.

Major Recommendations

1. A truly effective programme of physical education has to meet four important conditions ; viz. (i) it should bring the entire student population within its fold as quickly as possible, (ii) it should be organised on a regular and permanent footing as an integral part of education generally, (iii) while the programme should be compulsory, every university/college student should be able to choose the game or sport or exercises according to his interest and aptitude, and (iv) the operation of the programme should be watched by a central agency on a national basis which should emphasize the national character of physical education so

*Published by the University Grants Commission, 1967.

as to develop in students a sense of belonging and commitment to the country.

2. N.C.C. which is at present compulsory in the universities and colleges, will have to be reorganised on a voluntary basis.

3. Certain norms should be developed to ensure optimum utilization of the available resources. It is necessary that each college should aim at having about 8 to 10 acres of land for playgrounds. Generally speaking, each university should have at least 2 cricket fields, 2 hockey fields, 2 foot-ball fields, 4 basket ball courts, 6 volley-ball courts, 12 tennis courts, a sports stadium with a running track, a cricket pavilion and a gymnasium hall for gymnastics, badminton, table tennis and wrestling pits. Similarly, each college should have at least one cricket field, one hockey field, one foot-ball field, 2 basket ball courts, 2 volley-ball courts, 2 tennis courts, a sports stadium with a running track, a swimming pool and a gymnasium hall. Priority should be given to certain basic needs like gymnastics.

4. As the universities and colleges do not have enough resources to make provision for basic facilities and amenities in the field of games and sports, a suitable system of grants for augmenting the present facilities will have to be formulated.

5. It should be possible that, other things being more or less equal, preference may be given in matters of admission and employment to those students who have taken active and regular part in games and sports.

6. In the degree awarded to a candidate there should be a mention of his record in games and sports apart from marks or division/class in the regular subjects.

7. It might be useful if some of the existing colleges/departments of physical education pay adequate attention to training in *yogic* exercises, the development of which would be in the interest of our youth and society at large.

8. If a programme of physical education has to be operated successfully, it is essential that each university/college should have a core of qualified coaches.

9. The minimum qualifications for appointment as instructor/director of physical education in a university or college should be a master's degree in physical education.

10. In order to give physical education its due status, universities and colleges should revise the salary scale of their physical education teachers to bring them at par with those of the other teachers.



Education in Social and National Service

INTRODUCTION

The system of education under the British rule increased the deplorable gulf between the classes and the masses, between the intelligentsia and the illiterate population. It was the leadership of Mahatma Gandhi which inspired the educated classes to identify themselves with the interests of the masses during the struggle for freedom. But after the attainment of independence, the intelligentsia instead of becoming a real service group for the uplift of the masses has tended to move away from them. With a view to meeting this situation social and national service has been urged.

The question came up for discussion, in 1950, before the Central Advisory Board of Education which recommended that the students should devote some time to manual work on a voluntary basis only, and that the teachers should also participate in the work. The First Five Year Plan stressed the need for compulsory social and labour service for students for a period of about a year, but also found it necessary that experimentation on a voluntary basis should precede compulsion. Labour and Social Service Camps, Campus Works Projects and other schemes of similar nature were put into operation on a voluntary measure in accordance with the recommendations. In 1959, the Education Ministers' Conference realized the importance of trying out a workable scheme for national service which would arouse interest in the social and economic reconstruction of the country, and recommended the setting up of a Committee. The outcome was the *National Service Committee* (1959-60) whose major recommendations appear in this *Section*. The other set of recommendations on the introduction of a National Service Scheme

in India is from Shri K. G. Saiyidain, based on a government sponsored study of national service in several countries.

The *National Service Committee* recommended a full time compulsory programme of one year after the higher secondary education, while the study made by Shri Saiyidain recommended a rich and varied programme of activities on a voluntary basis. The *Education Commission* (1964-66) favoured the second approach and suggested a rich programme which would remain an integral part of education and would run concurrently with academic studies from upper primary stage to the university. Such service could be organized in two forms--by encouraging the students to participate in community living on the school or college campus, or by providing the students opportunities to participate in programmes of community development and national service. This would help in building up a sense of social purpose and developing closer ties between the educated persons and the rest of the people.

REPORT OF THE NATIONAL SERVICE COMMITTEE, 1959-60*

Genesis : Eversince independence, the institution of social and labour service for students has been urged, both as a measure of educational reform and as a means to improve the quality of educated manpower. A draft outline of a scheme for national service was prepared by the Ministry of Education and placed before the Education Ministers' Conference held in New Delhi on the 8th and 9th August, 1959. The Conference recommended that the question of introducing the scheme on a compulsory basis should be considered after the experience of a pilot project and a committee may be appointed to work out the details of the proposed pilot project. Accordingly, the Education Minister appointed a committee on August 28, 1959.

Chairman : Dr. C.D. Deshmukh, Chairman, University Grants Commission.

Members : Shri D.C. Pavate; Prof D.G. Karve; Dr. B. Prasad; Dr. A.C. Joshi; Shri H.C. Sarin; Shri K. Balachandran; Shri P.N. Kirpal; Dr. N.S. Junakar (Secretary). (Prof. D.G. Karve was unable to attend any meeting.)

Terms of Reference : To revise the Scheme of National Service prepared by the Ministry of Education in the light of views expressed by the Education Ministers' Conference.

Major Recommendations

1. *Objectives* : The primary objective of national service should be to provide more lively awareness on the part of the educated youth of the purposes and processes of the nation's reconstruction efforts, especially in the rural areas, and to inculcate in them a sense of discipline, a spirit of social service, dignity of manual labour and dedication to the cause of the country.

*Published by the Ministry of Education, Government of India, 1960.

2. *Compulsion* : It is necessary that any scheme of national service must be compulsory.

3. *Stage* : The best stage for drafting the youth in national service is when they pass out of Higher Secondary school or Pre-University class and are prepared to enter life or the university. A year's national service at that stage would equip a young person better both for life or the university.

4. *Content* : The content should be so devised as to effect an all-round improvement of the personality and character of the adolescent. Military Discipline, Social Service, Manual Labour and General Education should be dovetailed in any overall programme.

5. *Organisational Set-up* : A National Board should be set up to plan, implement and evaluate a programme of national service.

6. *Finance* : The cost of national service, though heavy, should not be beyond our means.

NATIONAL SERVICE SCHEME : A REPORT*

Genesis : Shri K.G. Saiyidain was deputed by the Govt. of India in July, 1960, on a special assignment to study what was being done in the field of youth development and youth service in other countries and to examine what light their experience could throw on the Scheme of National Service for Youth which was under consideration of the country. In this connection Shri Saiyidain visited the United Kingdom, France, Yugoslavia, Germany, Denmark, Sweden, Norway, the United States of America, Japan and the Philippines from July 1960 to November, 1960 and saw something of their general educational activities as well as special measures taken to deal with the pressing problems of youth adjustments. This report is a result of the aforesaid assignment.

Extracts from the Report :

In dealing with modern youth, with their emotional and psychological stresses and strains and their lack of adjustment to a rapidly changing and challenging world in which many of them have lost their moorings, we are, as it were playing with dynamite. Dynamite can be of very great value if used intelligently. Otherwise it can prove dangerous and destructive. It is, therefore, necessary to view the Scheme in the total context of our educational effort and squarely face the many issues, practical as well as theoretical, which arise out of it.

If this Scheme is to be properly conceived and developed, we should not envisage it as standing by itself but as part of the effort to achieve the wider objective of bringing education into closer and more vital relationship with community life. Educationists have, therefore, been concerned a good deal during the last couple of decades about the need to bridge this gulf so that the transition between school (or college) and the wider world outside may be smooth and easy and not create tension and

*Published by the Ministry of Education, Government of India, 1961.

maladjustments. The long-range solution of this problem must obviously be sought in the reconstruction of the entire educational system. But the impact of a "reconditioned" educational system can only become perceptible after a long time, for education is a process of slow growth and it takes at least a generation for its effects to be felt and to become visible. It becomes necessary, therefore, to adopt other co-curricular and extra-curricular approaches to meet an emergency situation and to supplement and reinforce the work of the formal educational agencies. The different movements like Scouting and Guiding, Auxiliary Cadet Corps, National Cadet Corps, National Discipline Scheme, Labour and Social Service Camps are all, broadly speaking, ancillary educational efforts to provide a comprehensive training for children and youth and to adjust them to the multiple demands of modern life. The National Youth Service Scheme has been envisaged as one of the important bridges to span the gulf between education and life. One of its essential aims is to vivify, in a practical way, some of the important national objectives in the minds of our youth and to transform them into motive forces of conduct.

The National Service Scheme that we are considering in India will prove for the maximum benefit—let me repeat—when it is envisaged as a part, an important part, of the total network of activities that have been in operation in the country for several years—like Scouting, A.C.C., N.C.C., National Discipline Scheme and the University Village Apprenticeship Scheme.

Major Recommendations

1. The idea of introducing a National Service Scheme in India has high educational justification and possibilities. This type of experience can be very valuable for youth after the completion of the secondary education.
2. The proposal to introduce it on a compulsory and universal basis for boys and girls for a continuous period of about nine months is not likely to prove practicable at present. The adoption of a voluntary approach and the working out of a number of pilot projects are recommended.
3. The question of duration should in the first instance, be envisaged on a flexible basis, i.e., youth may be given the option to the work camps either for a three-month period or for a continuous period of eight or nine months or, for this period being spread over two to three vacations.

4. Camps should be open to students as well as non-students, within the prescribed age-group, who have passed the secondary school examination.

5. In order to provide a favourable atmosphere for the success of the Scheme, it should be launched in an imaginative manner so that, in the minds of the public as well as the students, it should be invested with a high sense of prestige and social and official recognition.

6. To ensure that the campers will be psychologically and emotionally well prepared for the work to be done, organisation of short-term camps of labour and social service should be encouraged while they are still at school.

7. The highest emphasis should be placed on the training of the right kind of leaders, who may be drawn partly from educational institutions and partly from social workers, community project staff and other likely sources.

8. In order to make the camp programmes truly educative and appealing to youth, they should be made varied and broad-based so that, in addition to giving the educative experience of socially productive work and service, they will cater to their other academic and cultural interests also.

9. The selection of the right kind of projects is crucial to the success of the Scheme. These should be real, exacting, of perceptible social use and make a genuine appeal and challenge to youth.

10. The question of what would be the most suitable organisational pattern for the Scheme will require careful consideration. Broadly speaking, it will be necessary to have an autonomous board or council on which universities student organisations and persons drawn from actively concerned Ministries or Departments may be represented.

Religious and Moral Education

INTRODUCTION

British policy of religious neutrality did not allow religious education in government or government-aided institutions. Even when the Christian Missionaries to whom India is greatly indebted for their educational work lamented that no provision had been made for the teaching of Christianity, Lord William Bentinck, the Governor-General, made it clear that 'all interference and injudicious tampering with the religious beliefs of the students all mingling, direct or indirect, teaching of Christianity with the system of instruction ought to be positively forbidden. The *Education Commission* of 1882 was in consonance with the declared religious neutrality of the State in not connecting the institutions with any one form of faith, but recommended 'that an attempt be made to prepare a moral text-book, based upon the fundamental principles of national religion, such as may be taught in all Government and non-Government Colleges', and 'a series of lectures on the duties of a man and a citizen' be delivered to each of the college classes. The Government, however, doubted 'whether such a moral text-book as is proposed could be introduced without raising a variety of burning questions'.

The *Indian Universities Commission* of 1902 considered the question of the inadequacy of a purely secular education but had no definite suggestions to offer. The *Calcutta University Commission* (1917-1919) was silent on the subject. In 1944, the Central Advisory Board appointed a committee under the chairmanship of Rt. Rev. G.D. Barne, the Bishop of Lahore, to examine the desirability and practicability of providing religious

instructions in schools and colleges After considering the report of the committee, the Board resolved that 'while they recognize the fundamental importance of spiritual and moral instruction in the building of character, the provision for such teaching, excepting in so far as it can be provided in the normal course of secular instruction should be the responsibility of the home and the community to which the pupils belong'.

With the coming of independence a change in thought was inevitable. The *University Education Commission* (1948-49) devoted a whole chapter on '*Religious Education*'. It emphasized that 'religion is a permeative influence, a quality of life, an elevation of purpose,' and 'to be secular is not to be religiously illiterate. It is to be deeply spiritual and not narrowly religious.' But the Commission reminded that 'The attempt to make students moral and religious by the teaching of moral and religious textbooks is puerile. To instruct the intellect is not to improve the heart. . . Our attempt should be to suggest and persuade, not command or impose. The best method of suggestion is by personal example, daily life and work, and books read from day to day.' It recommended a short period of silent meditation every morning before the class work starts and the study of (a) lives of the great religious leaders, (b) selections from religious scriptures and (c) the problems of the philosophy of religion. The Indian Constitution (1950) holds that the State being secular, should not get mixed up with the encouragement of any particular form of religion, but it also provides equal opportunities for all religions. The Articles 28 and 30 clearly express the decision regarding religious education. Though the State itself cannot take any part in providing religious instruction, it is not restricted from recognizing and giving aid to institutions which provide such instruction to all those who desire to have it. After the promulgation of the Constitution there is a perceptible shift from the question of imparting religious instruction to that of inculcating social, moral and spiritual values.

The *Secondary Education Commission* (1952-53) believed that religious and moral behaviour spring from the influence of the home, the influence of the school, and the influences exercised by the public. These however, can be supplemented only to a limited extent by properly organized moral instructions 'dwelling on the lives of great personages of all times and of all classes. It may be noted that the *Committee on Religious and Moral*

Instruction set up in 1959 was, under its terms of reference, concerned with the teaching of moral and spiritual values (and not religious instruction). Its major recommendations are to be found in this *Section*. The *Education Commission* (1964-66) pointed out: 'A serious defect in the school curriculum is the absence of provision for education in social moral and spiritual values.' It agreed with the recommendations of the *Committee on Religious and Moral Instruction*. The Commission recommended that conscious and organized attempts should be made 'for imparting education in social, moral and spiritual values with the help, wherever possible of ethical teachings of great religions.' One or two periods a week could be committed for the instruction of moral and spiritual values, mostly based on stories drawn from the great religions of the world, accounts of the lives of great religious and spiritual leaders and the essential teachings of great religions. The celebration of festivals of different religions is also recommended.

The major recommendations of the *Committee on Emotional Integration* (1961-62) have also been included in this *Section*. It was a study connected with the promotion of the process of emotional integration. The only justification for including it here is that it has something to do with the education of emotions and feelings. Religious and moral instructions fall within the sphere of education of the emotions and discipline of the will. It is long back that Tagore in his *Bodher Sadhana* struck a new note: 'We must constantly remember that neither the education of the senses, nor the education of the intellect, but the education of the feeling should receive the place of honour in our schools'. Discussing religious education, the *University Education Commission* has also stressed the point: 'We must habituate the students to right emotions.' The central theme of the recommendations of the Committee is to create conditions which would habituate the students to right emotions that would foster national unity.

REPORT OF THE COMMITTEE ON RELIGIOUS AND MORAL INSTRUCTION*

Genesis: The Committee was appointed by the Government of India to make a detailed study of the entire question of religious and moral instruction in educational institutions

Chairman : Shri Sri Prakasa, Governor of Bombay.

Members : Shri G.C. Chatterji, Vice-Chancellor of the University of Rajasthan ; Shri A.A.A. Fyzee, Vice-Chancellor of the University of Jammu and Kashmir ; Shri P. N. Kirpal, Joint Secretary to the Govt. of India.

Terms of Reference : (i) To examine the desirability and feasibility of making specific provision for the teaching of moral and spiritual values in educational institutions.

(ii) If it is found desirable and feasible to make such provision, (a) to define broadly the content of instruction at various stages of education. and (b) to consider its place in the normal curriculum.

Extracts from the Report ;

The Central Advisory Board of Education discussed the question of religious education and finally resolved in 1946 that while they recognized the fundamental importance of spiritual and moral instruction in the building of character, the provision of such teaching should be the responsibility of the home and the community. It may be difficult to leave religious education entirely to the home and the community. In the home the rituals and ceremonials are usually emphasised with the result that the young folk are bound to attach too much importance to this aspect of religion to the neglect of ethical teachings and spiritual values.

Owing to various social and political factors different religious communities came to live in isolation from each other without caring to know the fundamentals of religions other than

*Published by the Ministry of Education, Government of India, 1960.

their own. This unfortunate ignorance of other faiths often accompanied by a limited understanding of one's own religion, bred prejudices and contributed to disunity. We, therefore, advocate an objective, comparative and sympathetic study of all the important religions of India.

We have to lay special stress on the teaching of moral and spiritual values. Moral values particularly refer to the conduct of man towards man in the various situations in which human beings come together. It is essential that from the earliest childhood, moral values should be inculcated in us. We have to influence the home first. Habits, both of mind and body, formed in the early years at home, persist, and influence our life afterwards. Good manners are a very important part of moral education. It is not unusual that when a people attain freedom suddenly after long years of bondage, they are inclined to become self-willed, arrogant and inconsiderate. In such situations good manners are easily set aside and young people tend to express the first flush of freedom in license and rowdiness.

The importance of good manners cannot be overstressed. With the passing away of the old aristocratic society of the nineteenth century, much of the graciousness and charm of social behaviour and human relationships has largely disappeared. Good manners will impose proper restraint on us and remove harshness in our words and rudeness in our behaviour. Good manners verily are like the oil that helps to keep the machine of human society running smoothly. We have been losing our manners rather rapidly and it is necessary that we should recover them. Good manners should be sedulously inculcated and teachers must give instruction in this to all students at all times, both by example and by precept. We must be constantly told that what hurts us, hurts others also; and we must behave towards others as we want others to behave towards us.

Just as moral values affect the relation between man and man, so do spiritual values affect the individual in his relations with himself. The individual is not only a body; he is also a soul. He does not live by bread alone; he wants inner peace and happiness. If he loses all spiritual values, he loses the possibility of being at peace with himself. It is necessary to have some faith in things beyond the flesh, some identification with a purpose greater than oneself in order to achieve this mental equilibrium.

Among spiritual values, we should also include patriotism.

Generally speaking, most of us have a very inadequate conception of patriotism. The whole country with all its regions and peoples is seldom envisaged as an organic entity which has to be cherished and served, and whose integrity has to be protected even at the cost of our lives. In the old days, at school and college, students were taught poems that helped them to learn and imbibe patriotic fervour. They were taught books which gave stories of brave deeds performed in the service of the country. Our patriotism should neither be egotistical and chauvinistic nor so limited and narrow as to exclude our duties to humanity. It should foster a burning love for the Motherland and an ardent desire for service to one's fellow beings. Anything that helps us to behave properly towards others, is of moral value. Anything that takes us out of our self, and inspires us to sacrifice for the good of others is of spiritual value. Any system of education that does not teach us these, is not worth the name. While the need to promote a sense of patriotism is urgent, we should not overlook the importance of other loyalties. It is necessary that young people should learn during their impressionable years their duties to self, family, neighbours, other human beings and animals.

Major Recommendations

1. *Elementary Stage* : (1) The School Assembly should be held for a few minutes in the morning for group singing.

(2) Simple and interesting stories about the lives and teachings of prophets, saints and religious leaders should be included in the syllabus for language teaching.

(3) In the school programme, two periods a week should be set aside for moral instruction.

(4) Through school programme, the attitude of 'service' and the realisation that 'work is worship' should be developed in the child.

2. *Secondary Stage* : (1) The Morning Assembly should observe two minutes' silence followed by readings from the scriptures or great literature of the world or an appropriate address.

(2) The essential teachings of the great world religions should be studied.

(3) One hour a week should be assigned to moral instruction. Apart from this regular class instruction, suitable speakers may be invited to address the students on moral and spiritual

values. Joint celebrations may be organised on the occasion of important festivals of all religions.

(4) Organised social service during holidays and outside class hours should be an essential part of extra-curricular activities.

3. *University Stage* : (1) Students should be encouraged to meet in groups for silent meditation in the morning.

(2) The following recommendations of the *University Education Commission* (Redhakrishnan Commission) are commended :—

- (i) that in the first year of the degree course, lives of the great religious and spiritual leaders be taught;
- (ii) that in the second year, some selections of a universalist character from the scriptures of the world be studied ;
- (iii) that in the third year, the central problems of philosophy of religion be considered.

(3) A fairly long period of social service should be introduced by all Universities.

THE REPORT OF THE COMMITTEE ON EMOTIONAL INTEGRATION*

Genesis : At the Conference of the Education Ministers held in November, 1960, the distressing frequency with which disruptive tendencies were making themselves in the country was discussed. It was felt that such tendencies, if unchecked, might threaten the unity of the country. In the circumstances, the importance of the role of education in counteracting such divisive trends and in fostering unity was stressed. The Conference recommended that a Committee be set up to study the problem and to suggest positive educational measures for promoting integration. This was followed by the appointment of the Committee in May 1961 by the Ministry of Education.

Chairman : Dr. Sampurnanand.

Members : Shrimati Indira Gandhi ; Prof. T. M. Advani ; Prof. Hiren Mukherjee ; Shri M. Henry Samuel ; Prof. M. N. Srinivas ; Bhai Jodh Singh ; Shri A. E. T. Barrow ; Shri Asoka Mehta ; Shri A.A.A. Fyze.

Terms of Reference : (a) To study the role of education in considering and promoting the processes of emotional integration in national life and to examine the operation of tendencies which come in the way of their development ; and

(b) In the light of such study, to advise on the positive educational programmes for youth in general and students in schools and colleges in particular, to strengthen in them the processes of emotional integration.

Major Recommendations

1. *Language Formula* : In classes I-V the child is not burdened compulsorily with more than one language. He will, therefore, study, either the mother tongue or the regional language and if any school wishes to commence the study of another language also at this stage, there would be no objection to its doing so. In classes VI-VIII the child will be introduced to the

*Published by the Ministry of Education, Government of India, 1962.

two link languages, Hindi and English, as it is envisaged that at the end of this stage of education a large proportion of pupils will leave school. As the burden of learning three different languages in addition to learning them through three different scripts will prove impracticable in non-Hindi speaking areas, pupils should be given the opportunity to learn Hindi in Devanagari or in the Roman script, or in the regional script. The two link languages – Hindi and English – should be effectively taught at university level so that conditions of emotional and intellectual isolation are not created.

2. *School Education* : (1) It is desirable to have a school uniform for school children.

(2) Children should be taught to sing the National Anthem in unison and behave in a disciplined way when it is sung. They should also be taught the meaning of the verses. One of the first duties of citizenship to be taught at the very earliest stage is reverence for the Flag and the Anthem.

(3) National Days—January 26, August 15 and October 2—should be celebrated by schools with the full participation of the teachers and the community.

(4) The Government should encourage children to go on excursions outside their State by offering them partial assistance and maximum travel concessions.

(5) The various architecture of India, different types of dress and manners, emphasising those points which are common, dance forms from the various States, life on a farm or in a village—all these give children an exciting and rewarding glimpse into the large country of which their State forms only a small part. Children should also be taught that the mere size of any State in India has no relevance necessarily to its importance, that every State in the Indian Union and the smaller territories has a part to play in contributing to the nation's well-being, prosperity and honour.

(6) A scheme to produce children's films dealing with brief historical tales or legends, or even cartoons depicting stories from the Panchatantra, Aesop, or the Jataka tales and stories from the epics, or buildings and monuments that tell a story using the flashback method, could be launched by the Ministry of Information and Broadcasting.

(7) Another but simpler way of visual presentation is the poster which can play a useful part in giving children information about the India outside their immediate environment. Large coloured posters of life in different States, the emblems used by

different States with the Ashoka Chakra in the centre, charts showing the natural resources of each State and how each helps to build up the country's economy, pictures of different Indian birds and animals, the stories of India's Five Year Plans, different ways of eating and living, different preferences in food may be attractively prepared for display.

(8) There are several projects which schools can undertake for the promotion of inter-State understanding. A school may decide to run a 'Know Your Country' programme during which children share in the collection of information about a State in the Indian Union other than their own.

3. *University Education* : (1) If universities are to play an effective part in providing leadership and fostering the necessary climate for emotional integration, they must maintain uniformly high standards through a judicious basis of admission, and recruitment of staff on the basis of academic qualifications, character and personality.

(2) The selection of teachers on the basis of caste and community should on no account, be encouraged. Caste or communal hostels should not be permitted.

(3) There should be no migratory restrictions imposed on students. No preference should be shown to students from any particular area in the matter of admission to a university.

(4) The use of Indian languages as the medium of instruction from the lowest to the highest stage of education is a matter of profound importance for national integration.

4. *Youth Programmes* : (1) The Union Ministry of Education should initiate immediate action to plan a minimum programme of recreational and social activities for young people in the age-group 14-25, to cater for those in schools and colleges and also for those who have left school.

(2) Holiday camps for young people deserve special attention and voluntary organisations should be given every encouragement to open holiday camps at hill and sea resorts.

(3) A network of youth hostels should be established all over India and there should be a better distribution of such hostels in the country.

(4) A committee should be set up with representatives genuinely interested in the problem, to conduct a socio-economic survey to identify youth interests, their recreational pursuits, the degree of casual employment or unemployment, their occupational

Interests and educational attainments. On the basis of the study, the question of creating new employment opportunities for youth should first be taken up by the Ministries of Labour and Education in mutual consultation.

(5) It is necessary to have adequate motivation for adult education programmes which should, therefore, be linked with the occupational interests of the people.

5. *Teachers* : (1) The Union Ministry of Education should implement a scheme providing for a national minimum scale of salaries for teachers in the primary, middle and secondary schools.

(2) Every attempt should be made to ensure that the scales recommended by the University Grants Commission are adopted in colleges and universities.

(3) A clear-cut programme for teacher training which will promote a national outlook, a sense of citizenship and unity should be drawn up after evaluating present practice.

6. *Curriculum* : (1) Although it is not possible to provide religious education as a part of the curriculum for schools in a secular State, education will be incomplete if students are not helped to appreciate the spiritual values which the various religions present to the people. Talks, open to all, on the teachings of various religions by able and competent persons may be arranged in the schools.

(2) The idea of national unity and the unity of mankind should be introduced from the very outset in the curriculum with due regard to children's age and understanding. The teaching of geography should be made compulsory.

7. *Text-books and other Reading Materials* : (1) A large programme of translations must be launched. It is also necessary to produce original work in different branches of study written by Indians in Indian languages.

(2) Potential talent in teachers should be developed by training them in the technique of writing textbooks.

(3) History and geography textbooks, as the subjects demand all-India treatment should be Centrally produced.

(4) Unfair suppression of detail should be avoided and facts of history should not be distorted in the attempt to promote integration.

(5) The approach to history teaching and consequently in the writing of history textbooks, should stress cultural and social relationships of our people down the ages.

(6) Geography textbooks should show children that we live today in an inter-dependent world.

(7) The Government of India in collaboration with the National Book Trust, the Sahitya Akademi and Children's Book Trust, should formulate a scheme for the immediate production of a series of reference books for adults and children on the different States and Union Territories of India.

(8) Books should be produced on traditional folk-lore and folk-songs from various parts of India together with the transliterated texts and the translation.

INTRODUCTION

The reports of the two committees—the *Advisory Committee for Libraries* set up by the Ministry of Education in 1957, and the *Library Committee* set up by the U.G.C. in the same year—generally pertain to the sectors of social education and higher education respectively. The *Education Commission* (1964-66) dealt with the development of libraries in universities and colleges. It also agreed with the recommendations of the *Working Group of the Planning Commission* and the *Advisory Committee for Libraries* relating to the establishment of a network of libraries throughout the country as a means to further the cause of social education. The Commission, however, did not have enough space to dwell on school libraries except to suggest their integration with the system of public libraries. The *University Education Commission* (1948-49) considered the library as 'the heart of all the university work' and recommended that 'universities and colleges should work up to an optimum of 6½% of the total budget of Rs. 40 per student as the annual grant for their libraries'. The other recommendations were: there should be a carefully planned open access system; the library should remain open for 12 hours a day for the seven days of the week and throughout the vacation; the departmental libraries should be organically connected with a large Central Library; the top man with qualifications corresponding to a Doctorate in Library Science should be assisted by deputies and numerous assistants; the students should be made book-conscious and must be encouraged to possess their own small libraries; and teachers of lower grades should be given a grant of Rs. 100 a year for buying books with a condition that they supplement it by an equal amount.

It was the *Secondary Education Commission* (1952-53) which gave some thought to the place of library in schools. It recommended that the library should be made the most attractive place in the school, should be adequately supplied with properly selected books and periodicals, and should have the services of a highly qualified and trained librarian. If the library was to be the hub of the academic and intellectual life of the school, the librarian with the assistance of teachers would be responsible for giving due publicity to good books, preparing and circulating books and lists suitable for different grades, displaying 'blurbs' and cuttings of book reviews on the notice board, arranging book exhibitions and conducting group reading projects. The Commission also suggested the use of class libraries and subject libraries as essential adjuncts to the Central School Library, the need for each student to maintain a diary for entering, date-wise, the names of all books read together with brief quotations or extracts that may appeal to him, and the necessity of keeping the school library open during the vacation.

The major recommendations offered by the *Advisory Committee for Libraries*, the *Library Committee*, and the *Education Commission* on libraries are given in the pages that follow.

REPORT OF ADVISORY COMMITTEE FOR LIBRARIES*

Genesis : In September-October, 1955, a Seminar on the Role of Libraries in Social Education was organised by the Indian Adult Education Association at Chirag Delhi. One of the recommendations of the Seminar was to set up a Library Commission to investigate the state of Libraries in India. The Ministry of Education accepted the recommendation and set up an Advisory Committee for Libraries instead of a Commission.

Chairman : Shri K P. Sinha, Director of Public Instruction, Bihar, Patna.

Members : Shri N. Bhadriah; Shri J. C. Mathur; Shri B. S. Kesavan Shri S.S. Saith; Shri T.D. Wankar; Shri D.R. Kalia; Mrs. Achamma John; Shri Sohan Singh.

Terms of Reference : (a) To enquire into the present reading needs of the people, how they are met and what part the existing library set-up plays in meeting the needs ;

(b) To enquire into the reading tastes of various sections of the people, what agencies are there to provide suitable literature and how the reading tastes and hence the literature can be improved;

(c) To recommend the future library structure in India ;

(d) To recommend the forms of cooperation between the library and social education set-up ;

(e) To go into the question of the training of librarians and the conditions of their service ; and

(f) To make recommendations on the administrative and financial measures necessary to support the future library set-up in India.

As the first two items would have led the Committee into a large research project, it confined itself to terms 3-6, that is, to investigating the present condition of library service in the country and on that basis made its recommendations to the Government.

* Published by the Ministry of Education, Government of India, 1958.

Major Recommendations

1. *The Structure of Libraries* : (1) Library service should be free to every citizen of India.

(2) The library pattern in the country should consist of National Library, State Central Libraries, District Libraries, Block Libraries, and Panchayat Libraries.

(3) Every State should have a State Library consisting of two wings—the State Central Library and the State Lending Library. The important functions of the State Central Library should, among others, be as follows : (a) Undertake bibliographical work ; (b) maintain a strong reference collection and service ; (c) act as a clearing house of information on the Five-Year Plans of the country etc. ; (d) organise book exhibitions and professional conferences ; and (e) promote library work with children.

(4) The State Library should exercise the following functions in the field of children's library service : (a) Plan the book stocks of libraries having children's wings ; (b) award prizes for those who publish good reading material for children ; (c) hold conferences of school teachers for discussing children's literature ; (d) compile annotated catalogues of children's books ; and (e) sponsor projects for studying children's reading tastes.

(5) Every panchayat should have a library.

2. *The Auxiliary Services and Library Cooperation* :

(1) Library Associations are essential to the development of library movement and State Governments and the Government of India should encourage development of strong library associations.

(2) Public libraries in the country should cooperate with one another as well as subscription libraries, school libraries, college libraries, departmental and research libraries university libraries, etc.

(3) In places, where it may not be possible to run independent public libraries, school libraries may serve the public after school hours.

3. *The Library Personnel* : (1) The various positions in the library structure in a State should be equated with those of teachers and educational administrators in the Education Departments.

(2) Library Departments in the State should make clear-cut separation between professional and semi-professional work and entrust professional work to trained staff only.

(3) For a professional worker the minimum qualification should be graduation with diploma in librarianship.

4. *Training Librarianship* : (1) A national scheme of studies for training in librarianship should comprehend (i) the training of semi-professional staff needed by all types of libraries, which requires training only in methods and routines, (ii) the training of the professional staff needed by most of the public libraries, which involves a sound training in general librarianship, and finally, (iii) advanced or specialised training in library science for the leaders in the profession, as also for those who would occupy responsible positions in different types of libraries.

(2) Semi-professional courses should be run by Library Association. The duration of elementary course should be 3-4 months.

(3) Courses for training professional librarians should be organised by the Universities, State Governments or the National Central Library. The basic professional training should consist of a full year's course leading to a diploma.

(4) Some of the universities should also provide advanced courses in librarianship, leading to M.A. degree in librarianship.

5. *Libraries and Social Education* : In order to be helpful to one another, librarians and social education workers at the block and district levels should have knowledge of one another's fields of work. Both the social education workers and librarians should try to discover the reading tastes and reading needs of the people and pass on this knowledge to the book production agencies in their State.

6. *Library Finance and Administration* : (1) Government of India and State Governments should have a 25 Year Library Plan to raise the library structure from the present embryonic dimensions to a size which will do justice to the cultural and educational needs of the people.

(2) State Governments should enact a comprehensive State Library Law.

(3) The Government of India should also enact a Library Law incorporating : (a) right of every citizen to have free access to libraries as his fundamental right ; (b) collating the various deposit sections under the Copyright Act, the Delivery of Books Act, and the Press and Registration of Books Act, and making them subserve the needs of a National Library Service ; and (c) providing for financial assistance to State Governments.

REPORT OF THE LIBRARY COMMITTEE OF THE UNIVERSITY GRANTS COMMISSION*

Genesis : The University Grants Commission attaches great importance to the strengthening of Library facilities in the Universities and colleges and their efficient administration. The Commission desired that libraries should be of real help to research work and advanced studies and should play a vital role in education in universities and colleges. But the libraries of many of the universities and colleges have hardly anything like an adequate library. The U.G.C. was spending more than 3 crores of rupees during the Second Plan period. It hoped to give similar help to college libraries during the Third Plan period. The University Grants Commission, therefore, appointed in 1957 a Committee under the chairmanship of the distinguished librarian scholar, Dr. S.R. Ranganathan, to advise the U.G.C about the development of libraries and their organisation.

Chairman : Dr. S.R. Ranganathan.

Members : Shri S. Bashir-uddin ; Shri K.S. Hingwe ; Shri B.S. Kesavan ; Shri S. Parthasarathy.

Terms of Reference : To have advice on various problems connected with provision of grant to libraries, book purchase, development of reading habit and help to students in the use of libraries, documentation work and service to research workers, departmental libraries, library personnel and their functions, classification, qualification, status, salary scale, and strength, and also to advise on standards for the design of library buildings and fittings and furniture.

Major Recommendations

1. *U.G.C. Grant* : (1) Subject to local variation, the capacity of the university to spend, and the amount at the disposal of the

*Published by the University Grants Commission, 1966.

Commission, for grant for reading and kindred materials, Rs. 15 per capita on the basis of students registered in the university and Rs. 200 per teacher may be given as grant to a university library for the time being.

(2) The entire library finance of a university or a college library should be provided by the University Grants Commission and the State Government.

(3) A period of 17 months should be allowed for the proper utilization of the U.G.C. grants.

2. *Library Fund* : (1) Each library should spread the utilisation of the grant received from the Commission for reading and kindred materials as uniformly as possible over the entire period of 17 months allowed for purchase and avoid hastening to spend the grant somehow on the purchase of whatever is available for immediate delivery without fully satisfying itself about the actual or anticipated demand of the reading materials purchased.

(2) It is desirable and economical for the selection of current learned periodicals to be coordinated among the libraries of a locality or a region, so as to minimise duplication and maximise the number of distinct periodicals available.

(3) The Libraries of a locality or a region should by mutual agreement specialise in stated subjects and make their collection in them as complete as possible for the requirements of research.

3. *Book Selection and Book Purchase* : (1) The acquisition of reading materials for the libraries should be regulated as follows :

- (a) The authority concerned may lay down the policy according to which book-selection should be regulated.
- (b) The authority concerned should provide a panel of experts in different subjects to help the librarian in making the final selection of reading and kindred materials.
- (c) It should be regarded as improper to call for tenders or competitive quotations for each order.
- (d) Standing vendors may be appointed with stipulated terms including discount and exchange rate for a year or a longer period with a clause in the agreement that if orders are not filled within a prescribed period the librarian will be free to place orders with others.
- (e) The authority concerned may exercise the power of review to satisfy itself that the acquisition of reading and

kindred materials was being done without infringement of the policy and the limitations of the budget.

(2) In view of the increasing cost of foreign books, it is desirable for the Commission to promote publication of cheap Indian editions of foreign books.

4. *Promotion of Reading Habit* : (1) The most potent method of developing in the students a book-sense and the desire to own, enjoy, and read worthwhile books is the adoption of a teaching technique which minimises telling facts or giving ready-made opinion but rouses curiosity in the students by posing the pros and cons of a problem, and encouraging the students to seek from books and periodicals the information and the knowledge necessary to satisfy the curiosity and generally inspire the students to seek enjoyment in reading good books.

(2) Safeguarded open access and provision of ample reference service should be provided by each university and college library.

(3) Reference librarians should be appointed in sufficient number to help the students with sympathy and understanding in the selection of reading materials.

5. *Weeding out and Loss of Books* : (1) The following principles should be adopted by a library for weeding out books :

(a) Generally speaking, pedestrian books (for example, textbooks and other books without permanent value) may be weeded out once in five years.

(b) Books worn out by use beyond repair may be weeded out once in a year.

(c) Reference books, which are quite out of date and whose later editions are available in the market, may be weeded out once in five years or ten years according to their nature.

(2) In the case of books housed in the open access regions of the library, loss of two volumes for every one thousand volumes issued out is a risk worth taking for getting the books widely used before they go outmoded in thought-content or perish physically ; and such a loss should be normally written off by library authorities, unless there is evidence of mal-practice on the part of the staff.

6. *Documentation* : To save the time of the research workers the library should make documentation lists, make, on demand from research workers, abstracts of articles in current

issues of periodicals not covered by the issues of abstracting serials ; procure documents not in the library by inter-library loan ; procure photostat or microfilm copies or other reprograph of documents on demand from research workers ; arrange, on demand, translations of articles in foreign languages through the Insdoc or other agencies, and employ documentalists in adequate number.

7. *Departmental Collection* : (1) A post-graduate department of a university may be allowed a permanent loan of up to a maximum of 2,000 volumes. Besides the permanent loan, each department may be given a temporary loan upto 100 volumes returnable only in the last week of the term or the year as may be prescribed.

(2) It is not economical to built independent departmental libraries, unless a department is far away from the campus.

8: *Library Staff* : The professional staff of university library should be distributed into four grades with designations, qualifications, and scales of salary corresponding to those of professors, readers, lecturers, and assistant lecturers.

9. *Department of Library Science* : A first grade Department of Library Science may conduct courses for B Lib.Sc. and M.Lib.Sc. and a second grade one only for B.Lib.Sc. ordinarily :

10. *Library Buildings, Fittings, and Furniture* : The standards for the Library Buildings, Fittings and Furniture, established by the Indian Standards Institution should be followed by the university and college libraries.

T

Textbooks

INTRODUCTION

As far back as 1873, the Government of India passed a resolution requesting the local governments to appoint committees for the examination of existing school textbooks in order to find out if there were any defects of either form or substance, and to bring them in line with the principles enunciated in the resolution. Among the principles laid down were that a Standing Committee of reference should be appointed in each province to choose appropriate textbooks in the Indian languages and to draw up a list of suitable books that could be adopted by the different schools concerned ; and that, where no suitable textbooks existed in any particular subject, the Standing Committee should take steps to have such a work prepared. This was the beginning of how textbook committees were set up in some provinces. Much concern, however, does not appear to have been shown in the selection or preparation of textbooks before independence. Except the resolution no work of a substantial nature was undertaken to improve the quality of reading material available to the pupils.

The *Secondary Education Commission* (1952-53) was the first document which had reason to criticize the selection of textbooks, as it found that 'there was a great deterioration in the standard of textbooks at present prescribed to the students. The Commission mildly recorded its impression that 'in prescribing textbooks considerations other than academic were not frequently brought to bear; nor could it be asserted that the Textbook Committees had been functioning efficiently.' With a view to improving the quality of textbooks prescribed, it recommended that a high power Textbook Committee should be entrusted with

the task; the Committee should lay down definite and clear criteria for the type of paper, printing, illustration and format of the book; the Central and State Governments should train promising artists in the techniques of book illustrations and should maintain libraries of blocks of good illustrations which could be loaned; a reasonable number of textbooks (instead of a single one) should be recommended leaving the choice to each school; frequent changes in textbooks should be discouraged; and no book prescribed should contain any passage which might offend the religious or social susceptibilities of any section of the community. The Commission concluded that the question of producing proper textbooks for schools should receive the earnest attention of both the State and the Central Governments.

The Report of the Commission attracted the notice of the Government of India which became actively concerned with the problem of improving the quality of school textbooks. The efforts were made in two directions. At the State level, the State Governments set up some organizations for improving the quality of textbooks, either through State production, or by improving the machinery for approving textbooks produced in the private sectors. At the national level, the Government of India tried to develop a programme for helping the State Governments to improve textbooks, first under the Central Bureau of School Textbooks and later on under the NCERT. The *Education Commission* (1964-66) reviewed these efforts and examined the problem in all its aspects. In this Section the major recommendations of the Commission are included regarding the manner in which the State machinery for production or scrutiny and approval of textbooks could be improved, how the national programme for production of textbooks could be strengthened, and how the State and national programmes could support and supplement each other. In 1966, the *Committee on School Textbook*, which was incidentally set up to examine certain complaints regarding textbooks containing passages which hurt the feelings of some sections of the committees, also considered the question of preparation and assessment of textbooks. The major recommendations of the Committee appear in this Section.

In 1968, the *National Integration Council* also discussed the problem of school textbooks as it attached great significance to the proper use of them for purposes of national integration. The Council recommended that the State Governments should create

an appropriate machinery at the State level for the improvement of school textbooks in general and for using them effectively for purposes of national integration in particular ; and the Government of India should set up a National Board of School Textbooks. In 1969, the Government of India established the *National Board of School Textbooks* with the object of—providing a forum to discuss all matters relating to qualitative improvement ; in production, distribution and sale of textbooks ; adopting criteria for textbooks ; advising the Central and State Governments on all matters concerning textbooks ; and recommending measures which would promote national integration through textbooks.

REPORT OF THE COMMITTEE ON SCHOOL TEXTBOOKS*

Genesis : It had been repeatedly brought to the notice of the Government of India that some of the textbooks prescribed for schools in several States, contained certain passages in respect of which objection was raised by certain sections of minority communities on the ground that they hurt their feelings and militated against the directive principles of the Constitution. The matter had also been raised in Parliament. The Government of India, Ministry of Education, therefore, set up a committee on September 1, 1966, under the chairmanship of Prof. K.G. Saiyidain, Director of the Asian Institute of Educational Planning and Administration, New Delhi, to examine the issue and to advise the Government of India on the principles to be adopted in the preparation and assessment of textbooks suitable for a secular State.

Chairman : Prof. K. G. Saiyidain.

Members : Shri J. P. Naik ; Dr. V. S. Jha ; Shri Hayatullah Ansari ; Shri Gopi Nath Aman ; Dr. R. H. Dave ; Mrs. S. Doraiswami (*Secretary*).

Terms of Reference : (a) To examine the specific complaints regarding books brought to the notice of the Committee from different States, and to test their validity with particular reference to the need for promoting intercommunal and inter-regional understanding ;

(b) To state the general principles to be adopted in the preparation and assessment of text-books with special reference to the teaching of languages, history and social studies; and

(c) To suggest a practical programme of action for the preparation and assessment of textbooks prepared on the basis of principles, so enunciated.

Major Recommendations

1. *Treatment of Religion in Textbooks* : (1) The fundamental principle of our national life is that it assures respect for all

*Published by the Ministry of Education, Government of India, 1969.

religions and promotes the spirit of tolerance for people who profess different faiths. It is, therefore, necessary that the children should not be shut off from the knowledge of their own religion or that of others. They should be taught to understand them and to live with people who profess other faiths. Textbooks should, therefore, endeavour in their limited way to acquaint the pupils with the basic truths of all religions and the contribution which they have made to the development of human values.

(2) There is need for maintaining some reasonable kind of balance in any textbook between religious and non-religious material bearing on the life of the community. A disproportionate emphasis on mythological or religious material and the comparative neglect of scientific, social, intellectual or aesthetic expressions of man is not in keeping with the needs of a growing society which is trying to modernize itself.

(3) In presenting any religious material, textbooks should provide information about religions and not seek to provide any denomination's religious instruction. Besides, when the mythology or beliefs of a particular religious community are mentioned they should not be presented as if they are acceptable to all the communities of India. For example, when talking about the river Ganges, to say that "the river is considered sacred by the Hindus" would be more appropriate and correct than the statement "the Ganges is considered a sacred river by all of us".

2. Treatment of Mythology in Textbooks : (1) The characteristic urges of the technological era allow but a limited scope for mythology which has value to the extent that it contributes an ingredient of our ancient culture and legacy. We, no doubt, owe a debt to the past; and we must realise that the 'present moves with the weight of the past on its neck'. Nevertheless, we cannot afford to become a slave to the past and the textbooks should pay due heed to the new aspirations and hopes of the younger generation.

(2) Mythological themes are essential to fulfil certain educational purposes. For example, mythology helps the child understand literary allusions in the literature and poetry of the past, as well as the classical background of our ancient people. Some mythological stories have very appealing moral content of universal acceptability. Such themes can be chosen. The inclusion of mythology should always be purposeful.

(3) The object of education given in schools is not primarily

to train children as Hindus, Muslims, Sikhs, etc., but as good, broadminded, tolerant, Indian citizens. The actual religious training of children should be primarily the function of parents or religious organisations or special schools set up by them for the purpose. This cannot, obviously, be taken up by the State educational system.

3. *Place of Sanskrit* : (1) Compulsory instruction in Sanskrit, however desirable it may be for some sections of our people, is not a part of the three-language formula. The Sanskrit Commission, too, has not envisaged the compulsory study of Sanskrit. Sanskrit has a very important cultural position in the country and that its study should be encouraged as widely as possible among the students and in a much more serious manner. But this should be done only on a voluntary and optional basis.

(2) Lessons which are in the nature of formal worship or prayer should not be included in language text books, even when they are harmless. They are likely to be suspected because custom associates them not with their underlying meaning or literary charm but with the accepted modes of worship peculiar to particular religions. School books should, as far as possible, avoid selections of denominational prayers, for inclusion of textbooks.

(3) The Education Commission has suggested the preparation of special material for moral and religious education in order to facilitate mutual understanding of religious and cultural attitudes in a multi-religious society. It would be more appropriate to include religious and mythological themes in these books than in the language readers which could then include more of secular material relevant to present-day needs.

4. *Teaching of History* : (1) It would be unwise not to state facts with accuracy and objectivity in history readers, as there can be no compromise with truth. This is an important element in the education of the young. There is, however, an element of interpretation in the treatment of historical data and it is essential to ensure that history is interpreted in a manner which will assist in the cultivation of understanding and in promoting the sense of national integration.

(2) In view of the fact that in teaching Indian history in the past, during the British rule, stress has often been laid on religious differences and conflicts, it is necessary that we should now highlight those situations—and they are legion—where people

of all religious faiths have worked together in unity and cooperation.

(3) The problem of selecting content is thus of great importance in the early stages of teaching history when the guiding principle should be not to give all the facts but to pick out those which may exercise the desired influence on the minds of children. This is not, as is sometimes suggested, a falsification of history but a recognition of the obvious fact that it is literally impossible to present all facts. In fact, there is no special educational virtue in burdening the children's mind with old, unhappy, far-off things and battles long ago, but the emphasis should definitely be on peaceful, constructive, cooperative, creative, socially worthwhile activities in which men and women have been engaged during the historic process of building up noble values and ways of life.

(4) One of the most objectionable features in the teaching of history—as well as in the writing of textbooks—is that it allows the acts of individuals to be interpreted as an expression of the faith that they happened to profess. This should be avoided at all costs and the children should be definitely guarded against communal or sectarian 'stereotypes'.

(5) Interpretation of historical data is, doubtless, a difficult task, and it is, therefore, essential to produce guide material nationally for the use of teachers and textbook-writers.

5. *Need For a Guiding Policy by the Government of India:*

(1) The Central Government in cooperation with State Govts. should provide the policy direction in clear cut terms and offer lucid guidelines which would help textbook writers and reviewers in adopting the correct approach in selection and presentation of religious and historical material to school children.

(2) The Centre should also prepare model or specimen textbooks, lessons and pools of textual material which the States and textbook-writers could use at their discretion in the preparation of their own textbooks.

(3) The responsibility of preparing planned handbooks for teachers can be taken over on behalf of the Central Government by the National Council for Educational Research and Training.

(4) It is not merely a selection or production of textbooks once in 3 or 5 years which is necessary; it is equally important to have a continuous scrutiny of textbooks and to set up a suitable machinery at the Centre to study and review carefully

and critically the textbooks produced in the States, particularly in languages and social studies, from the national point of view.

(5) The best talent available in the country should be employed for preparing textbooks. No less a person than Rabin-dranath Tagore wrote textbooks for school children in Bengali and, in the past, there have been other great and creative writers who have done this labour of love. The teachers too should be intimately involved in the process of textbook-writing.

(6) Although the practice of nationalising textbooks has some advantages, it has often not succeeded in producing quality textbooks. Private authors and publishers should be encouraged to produce textbooks, and nationalised textbooks should compete with them on the basis of merit.

(7) Textbooks should never be produced and evaluated in a hurry. The process of preparing and publishing textbooks should be carefully planned, with due provision for try-out and for inviting teachers, and children's reactions and views in the light of which they can be revised.

(8) The Central and State Governments may consider the feasibility of utilizing the services of a high-power advisory committee, consisting of a few persons of outstanding eminence, belonging to different faiths, who should not be charged with selection of books but with examining the selected books in order to eliminate such of them as may be objectionable from the point of view of national integration or inter-religious understanding.

FROM THE REPORT OF THE EDUCATION COMMISSION (1964-66) ON TEXTBOOKS

Major Recommendations

(1) Provision of quality textbooks and other teaching-learning materials is a key programme for raising standards at comparatively low cost.

(2) A comprehensive programme of textbook production at the national level should be implemented by mobilising the best talent in the country on the lines already being attempted by NCERT. Such books will facilitate the definition and practical indication of expected standards. They will also help in national integration.

(3) The Ministry of Education should take steps to establish in the public sector, an autonomous organization, functioning on commercial lines for the production of textbooks at the national level, especially scientific and technical books. A small committee may be set up to work out the details of the project.

(4) The effort at the national level should be supported and augmented by each State setting up an expert section for the production of textbooks.

(5) The preparation, try-out and evaluation of textbooks should be the responsibility of the State Education Departments. The production aspect of the textbooks may preferably be done by the State Education Departments, wherever possible, through their own textbook presses. The sale and distribution of textbooks are better left to the student cooperatives and not be assumed directly by the Departments.

(6) The production of textbooks and teaching aids at the State level should preferably be entrusted to an autonomous agency functioning in close liaison with the Education Department.

(7) The machinery set up should be such that the textbooks are subjected to continuous revision and improvement.

(8) At least 3 or 4 books should be provided in each subject to provide a multiple choice of books for the schools.

(9) Liberal policies should be adopted for remunerating authors.

(10) The entire organization of State production of textbooks should be run on a no-profit-no-loss basis.

(11) Manuscripts should be invited from a variety of sources including teachers and a high-level committee of professional persons should select and approve manuscripts.

(12) Teachers' guides and other instructional material should supplement textbooks.



Constitutional Bases of Education

INTRODUCTION

The most significant achievement of the free people of India was to give a new Constitution to themselves. The Constitution of India—the charter of India's freedom—is a product not of political revolution, but of the research and deliberations of eminent men. They assembled in the Constituent Assembly, prepared a Draft after months of intensive labour 'ransacking all the known constitutions of the world', and after discussion adopted it on November 26, 1949. The Constitution came into force on January 26, 1950. As it embodies India's full self-expression and mirrors the hopes and aspirations of the people, it is but natural that education should find its own place in this great document.

The outlines of the social philosophy which should govern all our institutions, educational as well as others, are indicated in the Preamble to the Constitution. The Preamble proclaims the idealism and values which the Constitution seeks to establish and promote. It provides a conception of the social order for which we should educate our youths. Our educational system must find its guiding principles here, and must imbibe those ideas which are characteristically epitomed in words *Justice, Liberty, Equality* and *Fraternity*. These noble principles should inform the life of all educational institutions and should mould their policies, programmes and practices.

Education of all things, has to take note of the positive concept of liberty of thought and expression, which is essential to the development of the individual personality. The idea of fraternity recalls the Article 1 of the Declaration of Human Rights. It refers to the spirit of brotherhood which alone can establish the unity of mankind on earth. The Constitution recognizes that

a true democracy requires not only equality but also justice. It is not enough to secure equality of status and opportunity by prohibiting discrimination, but at the same time it is necessary to make special provision for the backward and weaker sections of society.

Article 15 (1) declares that the State shall not discriminate against any citizen on grounds only of religion, race, caste, sex, place of birth or any of them. But exceptions to this rule against discrimination is to be found in clauses (3) and (4) of Article 15 and in Article 46 which incorporate special provisions for women and children, for the advancement of socially and educationally backward classes or weaker sections of the people, and, in particular, the Scheduled Castes and the Scheduled Tribes. Special provisions like admission to educational institutions, grant of fee concession, scholarships, reservation of seats or any other facilities to the specified groups will not be a contravention of the prohibition against discrimination under Article 15 (1). It is quite understandable that the interest of the society at large would be served if the educational advancement of the weaker elements is promoted. Article 17 adopts the Gandhian ideal by insistence on the complete abolition of untouchability. It does away with the social disability historically imposed on a certain class of people whom Mahatma Gandhi chose to call 'Harijans'.

Regarding Religion, the Article 28 adopts a via media between two opposite considerations. Firstly, it has not been found possible for the State to take upon itself the task of imparting religious instruction owing to the multiplicity of religions and different schools within the same religion. Secondly, religion forms the moral and cultural base of the Indian society and, therefore in some form or other religious instruction is necessary. The State totally bans religious instruction in educational institutions wholly maintained out of State funds, but does not ban it in others partly maintained by public funds or recognized by the State. It, however, does not speak of institutions which are not connected with the State. In fact, under Article 30, a religious minority can establish and administer educational institutions of its choice, and it can also be granted aid. Under Article 26 (1), subject to public order, morality and health, every religious denomination has the right to establish and maintain its institutions for religious purposes.

Article 29 (1) gives a minority community the right to conserve its language, script or culture, while Article 39 (1)

enables it to run educational institutions of its choice. A group culture with its distinctive language and script can survive only through education. A minority community will have the right to administer its institution and to receive grant, but this does not preclude the State from imposing reasonable regulations for ensuring competence of teachers, discipline and the like, without interfering with the rights guaranteed. For the right to administer cannot include the right to 'maladminister'. Constitution has not defined the word 'minority'. It is reasonable to presume that the word should refer to any community which is numerically less than 50% of the population of the State concerned (and not a particular area or region of the State). A reference to educational grants for the benefit of Anglo-Indian community appears in Article 337.

Article 45 makes provision for free and compulsory education for all children up to the age of 14 years. Universal primary education is a *sine qua non* for the proper development of democracy. This, however, is a directive principle of State policy not enforceable by any Court. This provision was to be implemented within a period of ten years. There are two parts of the directive : (1) primary and middle school education (up to the age of 14 roughly corresponding the end of Class VIII) should be free and (2) it should be universal. At present, the education at this stage is free in all States and Union Territories except four, viz., Uttar Pradesh, Bihar, West Bengal and Assam. In regard to universal primary education it has been possible to cover so far about 80% and 35% of the total population in the age groups 6-11 and 11-14 respectively.

Under Article 343, Hindi in Devanagari script is made the official language ; but English language is to continue to be used for all the official purposes of the Union for a period of fifteen years from the commencement of the Constitution, after which the use of English will depend on Parliamentary legislation. The Parliament, in fact, has made a law by enacting the official Languages Act, 1963, which as amended in 1967 provides the continuance of English language for official purposes of the Union and for use in Parliament. This, to a certain measure, has influenced the debate on the need of laying stress on English at the school stage. Article 351 is a directive for the spread and development of Hindi language.

The provision of adequate facilities for instruction in the mother-tongue at the primary stage of education to children

belonging to linguistic groups is dealt in Article 350 A. It has been inserted by the Constitution (Seventh Amendment) Act 1956, with the object of safeguarding the interests of the linguistic minorities which have particularly come into existence as a result of the reorganisation of the States. Long back, Mahatma Gandhi had advocated the cause of mother-tongue as medium of instruction. The idea was incorporated in the resolution passed at the Wardha National Education Conference, 1937, giving birth to *Basic Education*.

In the Seventh Schedule (reference Art. 246), the item 11 of the State List (List II) reads : 'Education including universities, subject to the provisions of entries 63, 64 65 and 66 of List I and 25 of List III'. This makes education a State subject excepting that the State Legislature has no power to legislate with respect to the matters enumerated in the entries referred to above.

Entry 63 of the Union List mentions 'Benares Hindu university, the Aligarh Muslim University and the Delhi University and any other institution declared by Parliament by law to be an institution of national importance'. The Vishva Bharati Act (1951) and Institutes of Technology Act (1961) as legislated by Parliament, have added to the list of institutions of national importance.

Entry 64 of the Union List concerns 'Institutions for scientific or technical education' declared by Parliament to be institutions of national importance. The Indian Statistical Institute Act (1956) lists one institution under this entry.

Entry 65 of the Union List relates to 'Union agencies and institutions' for professional, vocational or technical training, for the promotion of special studies or research, etc. There are already a number of such institutions for promoting special studies or research e.g., Indian Council of Agricultural Research, Indian Agricultural Research Institute, Indian Council of Medical Research, Forest Research Institute, All-India Institute of Hygiene and Public Health, All-India Mental Health Institute, All-India Institute of Medical Science, etc.

Entry 66 of the Union List is quite important as 'Co-ordination and determination of standards in institutions for higher education, or research and scientific and technical institutions' become the exclusive responsibility of the Union. This gives the Union power to secure that the standard of higher education and research is not lowered at the hands of any State to the detriment of national progress. For instance, the State has the exclusive power to prescribe

standards for admission and the syllabi and courses of study and indicate the medium of instruction for institutions of higher and scientific or technical education (not falling within entries 63 to 65 of the Union List), but the Union possesses an over riding legislative power to ensure that such State action does not impair standard of education or render the co-ordination of such standards impossible or even difficult. The fact that the quality of higher education indirectly depends upon what is done at the lower stage, widens the concern and responsibility of the Union to a reasonable extent.

Entry 25 of the Concurrent List relates to 'Vocational and technical training of labour', a responsibility which is concurrently shared by the Union and the States.

The position that education with all its residuary powers is a State subject, except with certain reservation under the Union List, needs further scrutiny. There are other Constitutional provisions which contradicts the almost absolute delegation of educational authority suggested by the State List. It is the responsibility of the Union to provide free and compulsory education (Art. 45), to promote educational interest of the weaker sections of the people (Art. 46), to secure facilities for instruction in the mother-tongue at the primary stage of education (Art. 350A), to develop Hindi language (Art. 351), to secure foreign assistance in men, material and money for education and train Indians abroad (Entry 10 of List I), and to deal with UNESCO (Entry 12 of List I). These allow the Centre to cut into the States' sphere.

The most powerful means of central control is the 'Economic and Social Planning' (Entry 20 of List III). It is a concurrent responsibility. But States do not have adequate resources of their own to develop education, the constliest of welfare services. They, therefore, have to depend upon substantial grants from the Centre for implementing a large variety of educational programmes. With the adoption of the Five Year Plans, the authority to determine policies, priorities and programmes is shared between the Centre and the States, and many a time the former dominates the scene. It is better to assume that under the Indian Constitution educational development becomes a joint responsibility between the Union and the States.

Apart from the constitutional provisions discussed above, there are others which have an indirect bearing on education. All of them are reproduced in the following pages of this *Section*.

From THE CONSTITUTION OF INDIA*

Preamble WE, THE PEOPLE OF INDIA, having solemnly resolved to constitute India into a SOVEREIGN DEMOCRATIC REPUBLIC and to secure to all its citizens :
 JUSTICE, social, economic and political ;
 LIBERTY of thought, expression, belief, faith and worship ;
 EQUALITY of status and of opportunity ;
 and to promote among them all ;
 FRATERNITY assuring the dignity of the individual and the unity of the Nation ;
 IN OUR CONSTITUENT ASSEMBLY this twenty-sixth day of November, 1949, do HEREBY ADOPT, ENACT AND GIVE TO OURSELVES THIS CONSTITUTION.

Equality before law 14. The State shall not deny to any person equality before the law or the equal protection of the laws within the territory of India.

15. (1) The State shall not discriminate against any citizen on grounds only of religion, race, caste, sex, place of birth or any of them.

Prohibition of discrimination on grounds of religion, race, caste, sex or place of birth (2) No citizen shall, on grounds only of religion, race, caste, sex, place of birth or any of them, be subject to any disability, liability, restriction or condition with regard to—

(a) access to shops, public restaurants, hotels and places of public entertainment ; or

(b) the use of wells, tanks, bathing ghats roads and places of public resort maintained wholly or partly out of State funds or dedicated to the use of the general public.

(3) Nothing in this article shall prevent the State from making any special provision for women and children.

*As modified up to the 1st October, 1969 ; Published by the Manager of Publications, Delhi, 1970.

¹[(4) Nothing in this article or in clause (2) or article 29 shall prevent the State from making any special provision for the advancement of any socially and educationally backward classes of citizens or for the Scheduled Castes and the Scheduled Tribes.]

16. (1) There shall be equality of opportunity for all citizens in matters relating to employment or appointment to any office under the State.

Equality of opportunity in matters of public employment

(2) No citizen shall, on grounds only of religion, race, caste, sex, descent, place of birth, residence or any of them, be ineligible for, or discriminated against in respect of, any employment or office under the State.

³(3) Nothing in this article shall prevent Parliament from making any law prescribing, in regard to a class or classes of employment or appointment to an office ⁴[under the Government of, or any local or other authority within, a State or Union territory, any requirement as to residence within that State or Union territory] prior to such employment or appointment.

(4) Nothing in this article shall prevent the State from making any provision for the reservation of appointments or posts in favour of any backward class of citizens which, in the opinion of the State, is not adequately represented in the services under the State.

(5) Nothing in this article shall affect the operation of any law which provides that the incumbent of an office in connection with the affairs of any religious or denominational institution or any member of the governing body thereof shall be a person professing a particular religion or belonging to a particular denomination.

✓ 17. "Untouchability" is abolished and its practice in any form is forbidden. The enforcement of any disability arising out of "Untouchability" shall be an offence punishable in accordance with law.

Abolition of Untouchability

1. Added by the Constitution (First Amendment) Act, 1951, s. 2.

2. In its application to the State of Jammu & Kashmir, reference to Scheduled Tribes in cl. (4) of art. 15 shall be omitted.

3. In cl. (3) of art. 16, the reference to the State shall be construed as not including a reference to the State of Jammu and Kashmir.

4. Subs. by the Constitution (Seventh Amendment) Act, 1956, s. 29 and Sch., for "under any State specified in the First Schedule or any local or other authority within its territory any requirement as to residence within that State."

24. No child below the age of fourteen years shall be employed to work in any factory or mine or engaged in any other hazardous employment

Prohibition of
employment of
children in
factories; etc

26. Subject to public order, morality and health, every religious denomination or any section thereof shall have the right :

Freedom to
manage religious
affairs

- (a) to establish and maintain institutions for religious and charitable purposes ;
(b) to manage its own affairs in matters of religion ;
(c) to own and acquire movable and immovable property ;
and
(d) to administer such property in accordance with law.

28. (1) No religious instruction shall be provided in any educational institution wholly maintained out of the State funds.

Freedom as to
attendance at
religious instruc-
tion or religious
worship in certain
educational
institutions

- (2) Nothing in clause (1) shall apply to an educational institution which is administered by the State but has been established under any endowment or trust which requires that religious instruction shall be imparted in such Institution.

- (3) No person attending any educational institution recognised by the State or receiving any aid out of State funds shall be required to take part in any religious instruction that may be imparted in such institution or to attend any religious worship that may be conducted in such institution or in any premises attached thereto unless such person or, if such person is a minor, his guardian has given his consent thereto.

29. (1) Any section of the citizens residing in the territory of India or any part thereof having a distinct language, script or culture of its own shall have the right to conserve the same.

Protection of
interests of
minorities

- (2) No citizen shall be denied admission into any educational institution maintained by the State or receiving aid out of State funds on grounds only of religion, race, caste, language or any of them.

30. (1) All minorities, whether based on religion or language, shall have the right to establish and administer educational institutions of their choice.

Right of minorities to establish and administer educational institutions

(2) The State shall not, in granting aid to educational institutions, discriminate against any educational institution on the ground that it is under the management of a minority, whether based on

religion or language.

✓41. The State shall, within the limits of its economic capacity and development, make effective provision for securing the right to work, to education and to public assistance in cases of unemployment, old age, sickness and disablement, and in other cases of undeserved want.

Right to work, to education and to public assistance in certain cases

✓45. The State Shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years.

Provision for free and compulsory education for children

✓46. The State shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular, of the Scheduled Castes and the Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation.

Promotion of educational and economic interests of Scheduled Castes, Scheduled Tribes and other weaker sections

¹246. (1) Notwithstanding anything in clauses (2) and (3), Parliament has exclusive power to make laws with respect to any of the matters enumerated in List I in the Seventh Schedule (in this Constitution referred to as the "Union List").

Subject matter of laws made by Parliament and by the Legislatures of States

(2) Notwithstanding anything in clause (3), Parliament, and, subject to clause (1), the Legislature of any State^{2***} also, have power to make laws with respect to any of the matters enumerated in the List III in the Seventh

1. In its application to the State of Jammu & Kashmir, in art. 246, for the words, brackets and figures "clauses (2) and (3)" occurring in clause (1), the word, brackets and figure "clause (2)" shall be substituted, and the words, brackets and figure "Notwithstanding anything in clause (3)", occurring in clause (2) and the whole of clauses (3) and (4) shall be omitted.

2. The words and letters "specified in Part A or Part B of the First Schedule" omitted by the Constitution (Seventh Amendment) Act, 1956, s. 29 and Sch.

Schedule (in this Constitution referred to as the "Concurrent List").

(3) Subject to clauses (1) and (2), the Legislature of any State^{1***} has exclusive power to make laws for such State or any part thereof with respect to any of the matters enumerated in List II in the Seventh Schedule (in this Constitution referred to as the "State List").

(4) Parliament has power to make laws with respect to any matter for any part of the territory of India not included² [in a State] notwithstanding that such matter is a matter enumerated in the State List.

✓³337. During the first three financial years after the commencement of this Constitution, the same grants, if any, shall be made by the Union and by each State^{1***} for the benefit of the Anglo-Indian community in respect of education as were made in the financial year ending on the thirty-first day of March, 1948.

Special provision
with respect to
educational
grants for the
benefit of Anglo-
Ind an community

During every succeeding period of three years the grants may be less by ten per cent than those for the immediately preceding period of three years :

Provided that at the end of ten years from the commencement of this Constitution such grants, to the extent to which they are a special concession, to the Anglo-Indian community, shall cease :

Provided further that no educational institution shall be entitled to receive any grant under this article unless at least forty per cent. of the annual admissions therein are made available to members of communities other than the Anglo-Indian community.

338. (1) There shall be a Special Officer for the Scheduled Castes and Scheduled Tribes to be appointed by the President.

(2) It shall be the duty of the Special Officer to investigate all matters relating to the safeguards provided for the Scheduled Castes and Scheduled Tribes under the Constitution and report to the President upon the working of those safeguards at such intervals

Special Officer for
Scheduled Castes,
Scheduled Tribes,
etc.

1. The words and letters "specified in Part A or Part B of the First Schedule" omitted by the Constitution (Seventh Amendment) Act, 1956, s. 29 and Sch.

2. Subs. by the Constitution (Seventh Amendment) Act, 1956, s. 29 and Sch., for "in Part A or Part B of the First Schedule".

3. Art. 337 shall not apply to the State of Jammu and Kashmir.

as the President may direct, and the President shall cause all such reports to be laid before each House of Parliament.

(3) In this article references to the Scheduled Castes and Scheduled Tribes shall be construed as including references to such other backward classes as the President may, on receipt of the report of a Commission appointed under clause (1) of article 340, by order specify and also to the Anglo-Indian community.

340. (1) The President may by order appoint a Commission consisting of such persons as he thinks fit to investigate the conditions of socially and educationally backward classes within the territory of India and the difficulties under which they labour and to make recommendations as to the steps that should be taken by the Union or any State to remove such difficulties and to improve their condition and as to the grants that should be made for the purpose by the Union or any State and the conditions subject to which such grants should be made, and the order appointing such Commission shall define the procedure to be followed by the Commission.

Appointment of a Commission to investigate the conditions of backward classes

(2) A Commission so appointed shall investigate the matters referred to them and present to the President a report setting out the facts as found by them and making such recommendations as they think proper.

(3) The President shall cause a copy of the report so presented together with a memorandum explaining the action taken thereon to be laid before each House of Parliament.

343. (1) The official language of the Union shall be Hindi in Devanagari script.

The form of numerals to be used for the official purposes of the Union shall be the international form of Indian numerals.

Official language of the Union

(2) Notwithstanding anything in clause (1), for a period of fifteen years from the commencement of this Constitution, the English language shall continue to be used for all the official purposes of the Union for which it was being used immediately before such commencement :

Provided that the President may, during the said period, by order authorise the use of the Hindi language in addition to the English language and of the Devanagari form of numerals in addition to the international form of Indian numerals for any of the official purposes of the Union.

(3) Notwithstanding anything in this article, Parliament may by law provide for the use, after the said period of fifteen years, of—

(a) the English language, or

(b) the Devanagari form of numerals,

for such purposes as may be specified in the law.

344. (1) The President shall, at the expiration of five years from the commencement of this Constitution and thereafter at the expiration of ten years from such commencement,

Commission and by order constitute a Commission which shall Committee of Parliament on official language consist of a Chairman and such other members representing the different languages specified in

the Eighth Schedule as the President may appoint, and the order shall define the procedure to be followed by the Commission.

(2) It shall be the duty of the Commission to make recommendations to the President as to—

(a) the progressive use of the Hindi language for the official purposes of the Union ;

(b) restrictions on the use of the English language for all or any of the official purposes of the Union ;

(c) the language to be used for all or any of the purposes mentioned in article 348 ;

(d) the form of numerals to be used for any one or more specified purposes of the Union ;

(e) any other matter referred to the Commission by the President as regards the official language of the Union and the language for communication between the Union and a State or between one State and another and their use.

(3) In making their recommendations under clause (2), the Commission shall have due regard to the industrial, cultural and scientific advancement of India and the just claims and the interests of persons belonging to the non-Hindi speaking areas in regard to the public services.

(4) There shall be constituted a Committee consisting of thirty members, of whom twenty shall be members of the House of the People and ten shall be members of the Council of States to be elected respectively by the members of the House of the People

and the members of the Council of States in accordance with the system of proportional representation by means of the single transferable vote.

(5) It shall be the duty of the Committee to examine the recommendations of the Commission constituted under clause (1) and to report to the President their opinion thereon.

(6) Notwithstanding anything in article 343, the President may, after consideration of the report referred to in clause (5), issue directions in accordance with the whole or any part of that report.

345. Subject to the provisions of articles 346 and 347, the Legislature of a State may by law adopt any one or more of the languages in use in the State or Hindi as the language or languages to be used for all or any of the official purposes of that State:

**Official language
or languages
of a State**

Provided that, until the Legislature of the State otherwise provides by law, the English language shall continue to be used for those official purposes within the State for which it was being used immediately before the commencement of this Constitution.

346. The language for the time being authorised for use in the Union for official purposes shall be the official language for communication between one State and another State and between a State and the Union :

**Official language
for communication
between one State
and another or
between a State
and the Union**

Provided that if two or more States agree that the Hindi language should be the official language for communication between such States that language may, be used for such communication.

347. On a demand being made in that behalf the President may, if he is satisfied that a substantial proportion of the population of a State desire the use of any language spoken by them to be recognised by that State, direct that such language shall also be officially recognised throughout that State or any part thereof for such purpose as he may specify.

**Special provision
relating to language
spoken by
a section of the
population of a
State**

[350 A. It shall be the endeavour of every State and of every local authority within the State to provide adequate facilities for instruction in the mother-tongue at the primary stage of education to children belonging to linguistic minority groups ; and the President may issue such directions to any State as he considers

**Facilities for
instruction in
mother-tongue at
primary stage**

necessary or proper for securing the provision of such facilities.

350 B. (1) There shall be a Special Officer for linguistic minorities to be appointed by the President.

Special officer for linguistic minorities (2) It shall be the duty of the Special Officer to investigate all matters relating to the safeguards provided for linguistic minorities under the Constitution and report to the President upon those matters at such intervals as the President may direct, and the President shall cause all such reports to be laid before each House of Parliament, and sent to the Governments of the States concerned.

351. It shall be the duty of the Union to promote the spread of the Hindi language, to develop it so that it may serve as a medium of expression for all the elements of the composite culture of India and to secure its enrichment by assimilating without interfering with its genius, the forms, style and expressions used in Hindustani and in the other languages of India specified in the Eighth Schedule, and by drawing, wherever necessary or desirable, for its vocabulary, primarily on Sanskrit and secondarily on other languages.

Directive for development of the Hindi language

Seventh Schedule

(Article 246)

LIST-I—UNION LIST

62. The institutions known at the commencement of this Constitution as the National Library, the Indian Museum, the Imperial War Museum, the Victoria Memorial and the Indian War Memorial, and any other like institution financed by the Government of India wholly or in part and declared by the Parliament by law to be an institution of national importance.

63. The institutions known at the commencement of this Constitution as the Benares Hindu University, the Aligarh Muslim University and the Delhi University, and any other institution declared by Parliament by law to be an institution of national importance.

64. Institutions for scientific or technical education financed by the Government of India wholly or in part and declared by Parliament by law to be institutions of national importance.

65. Union agencies and institutions for—

- (a) professional, vocational or technical training, including the training of police officers ; or
- (b) the promotion of special studies of research ; or
- (c) scientific or technical assistance in the investigation or detection of crime.

66. Co-ordination and determination of standards in institutions for higher education or research and scientific and technical institutions.

67. Ancient and historical monuments and records, and archaeological sites and remains. “[declared by or under law made by Parliament] to be of national importance.

1. In its application to the State of Jammu and Kashmir, in entry 67, the words “and records” shall be omitted.

2. Subs. by the Constitution (Seventh Amendment) Act, 1956. s. 27, for “declared by Parliament by law”.

¹LIST II—STATE LIST

11. Education including universities, subject to the provisions of entries 63, 64, 65 and 66 of List I and entry 25 of List III.

32. Incorporation, regulation and winding up of corporations, other than those specified in List I, and universities ; unincorporated trading, literary, scientific, religious and other societies and associations ; co-operative societies.

LIST III—CONCURRENT LIST

¹20. Economic and social planning.

25. Vocational and technical training of labour.

Eighth Schedule

[Articles 344 (1) and 351]

LANGUAGES

- | | |
|-------------------------|--------------------------|
| 1. Assamese. | 2. Bengali. |
| 3. Gujarati. | 4. Hindi. |
| 5. Kannada. | 6. Kashmiri. |
| 7. Malayalam. | 8. Marathi. |
| 9. Oriya. | 10. Punjabi. |
| 11. Sanskrit. | ² 12. Sindhi. |
| ² 13. Tamil. | ² 14. Telugu. |
| ² 15. Urdu. | |

1. Not applicable to the State of Jammu and Kashmir.

1967. ²2. Added by the Constitution (Twenty-first Amendment) Act.,

3. Entries 12 to 14 re-numbered by s.2, *ibid*.



National Policy On Education

INTRODUCTION

The Constitution of India inaugurated in January 1950 laid down the broad educational policies for the country. Further details needed to be filled in. In innumerable conferences, committees and commissions, educationists, State ministers of education, vice-chancellors, secretaries and directors of education and other educational experts were called to discuss the problems of education, thrash out solutions and offer programmes for reconstruction of education in independent India. The recommendations so received provided another important source for the formulation of educational policies. In 1967, after twenty years of freedom, it was felt urgent to issue a comprehensive resolution on national policy of education. The time was also opportune as the *Report of the Education Commission* (1964-66) was before the country, a report which provided a blue-print of educational development spread over 20 years and which advised the Government on the general principles and policies for the development of education at all stages and in all aspects. The Commission recommended that the Government of India should issue a statement on the National Policy of Education, which should provide guidance to the State Governments and the local authorities in preparing and implementing education plans in their areas. Therefore, in 1967 the Government of India constituted the *Committee of Members of Parliament on Education* to prepare the draft of a statement on the National Policy on Education.

The Committee brought together, for the first time in our recent history, leading members of all the different political parties in the country. They arrived at the greatest common measure of

agreement' and evolved the draft of a National Policy on Education. It was an admirable document indeed. This draft was placed before the Central Advisory Board of Education which met in 1967 and discussed the formulation of a National Policy. It was the second occasion for the Board to discuss a comprehensive statement on educational policy, the first occasion was in 1944 when the Board approved the *Post-War Plan of Educational Development* which suggested a blue-print of overall educational reconstruction spread over 40 years. During the discussion it was realized that the statement should be as brief as possible and should define clearly and realistically the new directions of change proposed for education at all levels in the country. Dr. Mudaliar said, 'To think of education for 500 million people in one common pattern is as dangerous as to think of feeding 500 million people from one centre. That is my strong conviction. There must be variety and diversity in regard to much of what is being done, but there should be one policy in regard to matters pertaining to education, so that all people can and should be educated in the lines on which they seek to educate themselves'. A general consensus on the national policy on education emerged in the course of the Board's deliberations. As a result of these discussions and agreements, Government of India resolved to promote the development of education in the country in accordance with certain principles that embody the Statement of National Policy on Education issued in 1968.

The Board's comments on the draft statement of the National Policy on Education prepared by the Committee of Members of Parliament and its own recommendations on the subject appear in *Section A* from pages 90 to 95. The extracts from the *Report of the Committee of Members of Parliament on Education on National Policy on Education* (1967) and the Government of India's *Resolution on National Policy on Education* (1968) are produced in the following pages.

REPORT OF THE COMMITTEE OF MEMBERS OF PARLIAMENT ON EDUCATION (1967) : NATIONAL POLICY ON EDUCATION*

Genesis : A Committee of Members of Parliament was constituted by the Government of India on 5th April, 1967 for drafting a statement on the National Policy on Education.

Chairman : Dr. Triguna Sen, Union Education Minister.

Members : 29 other Members including Prof. Sher Singh, Minister of State for Education and Shri Bhagwat Jha Azad, Minister of State for Education.

A Drafting Committee under the chairmanship of Shri Ganga Sharan Sinha was constituted from amongst the members of the Committee.

Terms of Reference : 1. To consider the Report of the Education Commission ; 2. To prepare the draft of a Statement on the National Policy on Education for the consideration of the Government of India ; and 3. To identify a programme for immediate action.

Major Recommendations

Education is a powerful instrument of national development—social, economic and cultural. The highest priority should therefore be accorded to the development of a national system of education which will :—

- accelerate the transformation of the existing social system into a new one based on the principles of justice, equality, liberty and dignity of the individual, enshrined in the Constitution of India ;
- provide adequate and equal opportunity to every child and help him to develop his personality to its fullest ;
- make the rising generation conscious of the fundamental unity of the country in the midst of her rich diversity,

*Published by the Ministry of Education, Government of India, 1967.

proud of her cultural heritage and confident of her great future ; and

—emphasize science and technology and the cultivation of moral, social and spiritual values.

A. Transformation of the Educational System

The most important and urgent reform needed is to transform the existing system of education in order to strengthen national unity, promote social integration, accelerate economic growth and generate moral, social and spiritual values.

1. *Strengthening National Unity* : Education should deepen national consciousness, promote a proper understanding and appreciation of our cultural heritage. These objectives should be achieved by a carefully planned study of Indian languages, literature, philosophy and history and by introducing students to India's achievements in the positive sciences, architecture, sculpture, painting, music, dance and drama. All students should be given appropriate courses in citizenship. These should include a study of the Freedom Struggle, the Constitution, the noble principles enshrined in its Preamble and the problems and programmes of national development. National and social service should be made an integral part of education at all stages.

2. *The Neighbourhood School* : The primary schools should be made the common schools of the nation by making it obligatory on all children, irrespective of caste, creed, community, religion, economic conditions or social status, to attend the primary school in their neighbourhood.

3. *Adoption of Indian Languages as Media of Education* : The development of a proper language policy can greatly assist in strengthening national unity. The key programme will be to develop all Indian languages and to adopt them as media of education at all stages.

4. *The Teaching of Languages* : (a) *Classes I-X* : The parent has a right to claim primary education in the mother-tongue of his child. At the secondary stage, the regional language should ordinarily be the medium of education. Only one language, viz., the medium of education, should ordinarily be studied in the first sub-stage of school education covering four or five years. A second language should be introduced, on a compulsory basis, ordinarily at the beginning of the next sub-stage. The study of

this language should be continued till the end of Class X. A pupil may begin the study, at his option, of any third language, ordinarily from Class VIII.

(b) *Classes XI-XII*: At this sub-stage, a pupil shall study at least one language of his choice in addition to the medium of education.

(c) *University Stage*: While facilities to study languages, on an optional basis, should be adequately provided at the university stage, the study of no language should be made compulsory unless such study is an essential part of a prescribed course.

5. *Hindi, the Link Language*: The special emphasis on the study of Hindi is also justified on account of the fact that it will become the sole official language in the future when the non-Hindi areas accept it as such.

6. *Sanskrit*: Facilities for its teaching at the school stage should be provided on a liberal scale and its study encouraged.

7. *Science Education and Research*: Science and mathematics should be an integral part of general education till the end of class X; the quality of science teaching should be improved at all stages and scientific research should be promoted.

8. *Education for Agriculture and Industry*: Great emphasis should be placed on the development of education for agriculture and industry. In technical education, programmes of qualitative improvement should be stressed. Practical training in industry should form an integral part of the various courses.

9. *Work-Experience*: Yet another means of relating education to productivity is to include work-experience which may be defined as participation in productive work in school, in the home, in a workshop, in a factory, on a farm, or in any other productive situation, as an integral part of general education at the school stage.

10. *Character Formation*: The quality of reading materials, the stress on the proper study of the humanities and the social sciences, including the study of the great universal religions, the rendering of social service to the community, and participation in games and sports and hobbies, will contribute to the formation of right attitudes and values. Above all, the example set by teachers and elders will be decisive.

B. Equalization of Educational Opportunities

1. *Pre-Primary Education* : Greater attention needs to be paid to the development of pre-primary education.

2. *Primary Education* : It should be given the highest priority and implemented in two stages. In the first stage, universal education should be provided for all children till they reach the age of eleven years ; and in the second, this age-limit should be raised to fourteen years. Primary education should be made immediately free in all parts of the country.

3. *The Ten-Year School* : It will be advantageous to have a broad uniform educational structure in all parts of the country. The first step is to create the Ten-Year School providing a common pattern of general education for all children.

4. *Higher Secondary Education* : The next stage in the educational structure is the higher secondary (or the pre-university). The duration of the academic course at this stage should be uniformly raised to two years in all parts of the country under a phased plan. The duration of the vocational courses at this stage should vary according to their objectives (1-3 years).

5. *Higher Education* : The duration of the courses for the first degree in arts, commerce and science should be three years after the higher secondary stage.

6. *Part-Time and Own-Time Education* : Part-time and own-time education should be developed on a large scale at every stage and given the same status as full-time education.

7. *Spread of Literacy and Adult Education* : The liquidation of mass illiteracy is essential. Plans to accelerate the spread of literacy should therefore be prepared and intensively implemented.

8. *Education of Girls* : There is still a wide gap in the enrolment of boys and girls at all stages. It is necessary to eliminate this gap at the primary stage, and to narrow it at the other stages.

9. *Education of the Weaker Sections of the Community* : It is necessary to expand and extend the existing special educational facilities and concessions to the scheduled castes and scheduled tribes.

10. *Education of the Handicapped Children* : The facilities for the education of the physically and mentally handicapped children should be expanded.

C. *Programmes of Qualitative Improvement*

1. *Teachers : Status and Education* : An important step will be to improve the remuneration and conditions of work and service of teachers and to provide them with adequate opportunities of professional advancement.
2. *New Methods of Teaching* : The improvement in the quality of teachers and their professional preparation should help to revolutionize the process of education by the adoption of modern methods of teaching whose chief aim is to build up proper interests, attitudes and values and whose accent is on the dignity and freedom of the individual, awakening of curiosity and promoting love of learning, habits of self-study, capacity to think and judge for oneself, and problem-solving ability.
3. *Curricula and Textbooks* : There is an urgent need to upgrade and improve school curricula, to increase their knowledge content and to provide adequately for the development of skills and the inculcation of right interests, attitudes and values.
4. *Examination Reform* : Attention should be concentrated on three major areas ; reduction of the dominance of external examinations ; the introduction of reforms which would make them more valid, and realistic measures of educational achievement ; and the adoption of a good system of internal evaluation.
5. *A Nation-wide Programme of Institutional Improvement* : A nation-wide programme for raising standards in all educational institutions should be developed.
6. *Student Services, Welfare and Discipline* : It is desirable to develop programme of student services and welfare at all stages. At the primary stage, provision should be made for free supply of textbooks to all students, and in secondary schools, textbook libraries should be established.
7. *Scholarships : Discovery and Development of Talent* : Both in secondary and higher education, the scholarships programme should be expanded. Scientific techniques should be developed, especially at the secondary stage, to discover and develop talent of all kinds.
8. *Organization* : Education is, by and large, a State subject. But in its organization, universities, voluntary agencies, local authorities and the Government of India play important roles. These roles have to be properly defined and harmonized.

NATIONAL POLICY ON EDUCATION (1968)*

The Resolution issued by the Government of India

Education has always been accorded an honoured place in Indian society. The great leaders of the Indian freedom movement realised the fundamental role of education and throughout the nation's struggle for independence, stressed its unique significance for national development. Gandhiji formulated the scheme of basic education seeking to harmonize intellectual and manual work. This was a great step forward in making education directly relevant to the life of the people. Many other national leaders likewise made important contributions to national education before independence.

2. In the post-independence period, a major concern of the Government of India and of the States has been to give increasing attention to education as a factor vital to national progress and security. Problems of educational reconstruction were reviewed by several commissions and committees, notably the University Education Commission (1948-49) and the Secondary Education Commission (1952-53). Some steps to implement the recommendations of these Commissions were taken; and with the passing of the Resolution on Scientific Policy under the leadership of Jawaharlal Nehru, the development of science, technology and scientific research received special emphasis. Towards the end of the third Five Year Plan, a need was felt to hold a comprehensive review of the educational system with a view to initiating a fresh and more determined effort at educational reconstruction; and the Education Commission (1964-66) was appointed to advise Government on "the national pattern of education and on the general principles and policies for the development of education at all stages and in all aspects." The Report of the Education Commission has since been widely discussed and commented upon. Government is happy to note that a general consensus on the

*Published by the Ministry of Education, Government of India, 1968.

national policy on education has emerged in the course of these discussions.

3. The Government of India is convinced that a radical reconstruction of education on the broad lines recommended by the Education Commission is essential for economic and cultural development of the country, for national integration and for realising the ideal of a socialistic pattern of society. This will involve a transformation of the system to relate it more closely to the life of the people ; a continuous effort to expand educational opportunity ; a sustained and intensive effort to raise the quality of education at all stages ; an emphasis on the development of science and technology ; and the cultivation of moral and social values. The educational system must produce young men and women of character and ability committed to national service and development. Only then will education be able to play its vital role in promoting national progress, creating a sense of common citizenship and culture, and strengthening national integration. This is necessary if the country is to attain its rightful place in the comity of nations in conformity with its great cultural heritage and its unique potentialities.

4. The Government of India accordingly resolves to promote the development of education in the country in accordance with the following principles :

(1) *Free and Compulsory Education* : Strenuous efforts should be made for the early fulfilment of the Directive Principle under Article 45 of the Constitution seeking to provide free and compulsory education for all children up to the age of 14. Suitable programmes should be developed to reduce the prevailing wastage and stagnation in schools and to ensure that every child who is enrolled in schools successfully completes the prescribed course.

(2) *Status, Emoluments and Education of Teachers* : (a) Of all the factors which determine the quality of education and its contribution to national development, the teacher is undoubtedly the most important. It is on his personal qualities and character his educational qualifications and professional competence that the success of all educational endeavour must ultimately depend. Teachers must, therefore, be accorded an honoured place in society. Their emoluments and other service conditions should be adequate and satisfactory having regard to their qualifications and responsibilities.

(b) The academic freedom of teachers to pursue and publish independent studies and researches and to speak and write about significant national and international issues should be protected.

(c) Teacher education, particularly in-service education, should receive due emphasis.

(3) *Development of Languages* : (a) Regional Languages : The energetic development of Indian languages and literature is a *sine qua non* for educational and cultural development. Unless this is done, the creative energies of the people will not be released, standards of education will not improve, knowledge will not spread to the people, and the gulf between the intelligentsia and the masses will remain if not widen further. The regional languages are already in use as media of education at the primary and secondary stages. Urgent steps should now be taken to adopt them as media of education at the university stage.

(b) Three-Language Formula : At the secondary stage, the State Governments should adopt, and vigorously implement, the three-language formula which includes the study of a modern Indian language, preferably one of the southern languages, apart from Hindi and English in the Hindi-speaking States, and of Hindi along with the regional language and English in the non-Hindi speaking States. Suitable courses in Hindi and or English should also be available in universities and colleges with a view to improving the proficiency of students in these languages up to the prescribed university standards.

(c) Hindi : Every effort should be made to promote the development of Hindi. In developing Hindi as the link language, due care should be taken to ensure that it will serve, as provided for in Article 351 of the Constitution, as a medium of expression for all the elements of the composite culture of India. The establishment, in non-Hindi States, of colleges and other institutions of higher education which use Hindi as the medium of education should be encouraged.

(d) Sanskrit : Considering the special importance of Sanskrit to the growth and development of Indian languages and its unique contribution to the cultural unity of the country, facilities for its teaching at the school and university stages should be offered on a more liberal scale. Development of new methods of teaching the language should be encouraged, and the possibility explored of including the study of Sanskrit in those courses (such as modern Indian languages, ancient Indian history, Indology

and Indian philosophy) at the first and second degree stages, where such knowledge is useful.

(e) *International Languages* : Special emphasis needs to be laid on the study of English and other international languages. World knowledge is growing at a tremendous pace, especially in science and technology. India must not only keep up this growth but should also make her own significant contribution to it. For this purpose, study of English deserves to be specially strengthened.

(4) *Equalisation of Educational Opportunity* : Strenuous efforts should be made to equalise educational opportunity.

(a) Regional imbalances in the provision of educational facilities should be corrected and good educational facilities should be provided in rural and other backward areas.

(b) To promote social cohesion and national integration the Common School System as recommended by the Education Commission should be adopted. Efforts should be made to improve the standard of education in general schools. All special schools like Public Schools should be required to admit students on the basis of merit and also to provide a prescribed proportion of free-studentships to prevent segregation of social classes. This will not, however, affect the rights of minorities under Article 30 of the Constitution.

(c) The education of girls should receive emphasis, not only on grounds of social justice, but also because it accelerates social transformation.

(d) More intensive efforts are needed to develop education among the backward classes and especially among the tribal people.

(e) Educational facilities for the physically and mentally handicapped children should be expanded and attempts should be made to develop integrated programmes enabling the handicapped children to study in regular schools.

(5) *Identification of Talent* : For the cultivation of excellence it is necessary that talent in diverse fields should be identified at as early an age as possible, and every stimulus and opportunity given for its full development.

(6) *Work-Experience and National Service* : The school and the community should be brought closer through suitable programmes of mutual service and support. Work-experience and national service including participation in meaningful and

challenging programmes of community service and national reconstruction should accordingly become an integral part of education. Emphasis in these programmes should be on self-help, character formation and on developing a sense of social commitment.

(7) *Science Education and Research* : With a view to accelerating the growth of the national economy, science education and research should receive high priority. Science and mathematics should be an integral part of general education till the end of the school stage.

(8) *Education for Agriculture and Industry* : Special emphasis should be placed on the development of education for agriculture and industry.

(a) There should be at least one agricultural university in every State. These should, as far as possible, be single campus universities ; but where necessary, they may have constituent colleges on different campuses. Other universities may also be assisted, where the necessary potential exists, to develop strong departments for the study of one or more aspects of agriculture.

(b) In technical education, practical training in industry should form an integral part of such education. Technical education and research should be related closely to industry, encouraging the flow of personnel both ways and providing for continuous cooperation in the provision, design and periodical review of training programmes and facilities.

(c) There should be a continuous review of the agricultural, industrial and other technical manpower needs of the country and efforts should be made continuously to maintain a proper balance between the output of the educational institutions and employment opportunities.

(9) *Production of Books* : The quality of books should be improved by attracting the best writing talent through a liberal policy of incentives and remuneration. Immediate steps should be taken for the production of high quality textbooks for schools and universities. Frequent changes of textbooks should be avoided and their prices should be low enough for students of ordinary means to buy them.

The possibility of establishing autonomous book corporations on commercial lines should be examined and efforts should be made to have a few basic textbooks common throughout the country. Special attention should be given to books for children and to university level books in regional languages.

(10) *Examinations* : A major goal of examination reforms should be to improve the reliability and validity of examinations and to make evaluation a continuous process aimed at helping the student to improve his level of achievement rather than at 'certifying' the quality of his performance at a given moment of time.

(11) *Secondary Education* : (a) Educational opportunity at the secondary (and higher) level is a major instrument of social change and transformation. Facilities for secondary education should accordingly be extended expeditiously to areas and classes which have been denied these in the past.

(b) There is need to increase facilities for technical and vocational education at this stage. Provision of facilities for secondary and vocational education should conform broadly to requirements of the developing economy and real employment opportunities. Such linkage is necessary to make technical and vocational education at the secondary stage effectively terminal. Facilities for technical and vocational education should be suitably diversified to cover a large number of fields such as agriculture, industry, trade and commerce, medicine and public health, home management, arts and crafts, secretarial training, etc,

(12) *University Education* : (a) The number of whole-time students to be admitted to a college or university department should be determined with reference to the laboratory, library and other facilities and to the strength of the staff.

(b) Considerable care is needed in establishing new universities. These should be started only after an adequate provision of funds has been made for the purpose and due care has been taken to ensure proper standards.

(c) Special attention should be given to the organisation of postgraduate courses and to the improvement of standards of training and research at this level.

(d) Centres of advanced study should be strengthened and a small number of 'clusters of centres' aiming at the highest possible standards in research and training should be established.

(e) There is need to give increased support to research in universities generally. The institutions for research should, as far as possible, function within the fold of universities or in intimate association with them.

(13) *Part-time Education and Correspondence Courses* : Part-time education and correspondence courses should be developed on a large scale at the university stage. Such facilities

should also be developed for secondary school students, for teachers and for agricultural, industrial and other workers. Education through part-time and correspondence courses should be given the same status as full time education. Such facilities will smoothen transition from school to work, promote the cause of education and provide opportunities to the large number of people who have the desire to educate themselves further but cannot do so on a full-time basis.

(14) *Spread of Literacy and Adult Education* : (a) The liquidation of mass illiteracy is necessary not only for promoting participation in the working of democratic institutions and for accelerating programmes of production, especially in agriculture, but for quickening the tempo of national development in general. Employees in large commercial, industrial and other concerns should be made functionally literate as early as possible. A lead in this direction should come from the industrial undertakings in the public sector. Teachers and students should be actively involved in organising literacy campaigns, especially as part of the Social and National Service Programme.

(b) Special emphasis should be given to the education of young practising farmers and to the training of youth for self-employment.

(15) *Games and Sports* : Games and sports should be developed on a large scale with the object of improving the physical fitness and sportsmanship of the average student as well as of those who excel in this department. Where playing field and other facilities for developing a nation-wide programme of physical education do not exist, these should be provided on a priority basis.

(16) *Education of Minorities* : Every effort should be made not only to protect the rights of minorities but to promote their educational interests as suggested in the statement issued by the Conference of the Chief Ministers of States and Central Ministers held in August 1961.

(17) *The Educational Structure* : It will be advantageous to have a broadly uniform educational structure in all parts of the country. The ultimate objective should be to adopt the 10+2+3 pattern, the higher secondary stage of two years being located in schools, colleges or both according to local conditions.

5. The reconstruction of education on the lines indicated above will need additional outlay. The aim should be gradually

to increase the investment in education so as to reach a level of expenditure of 6 per cent of the national income as early as possible.

6. The Government of India recognizes that reconstruction of education is no easy task. Not only are the resources scarce but the problems are exceedingly complex. Considering the key role which education, science and research play in developing the material and human resources of the country, the Government of India will, in addition to undertaking programmes in the Central sector, assist the State Governments for the development of programmes of national importance where coordinated action on the part of the States and the Centre is called for.

7. The Government of India will also review every five years, the progress made and recommend guidelines for future development.



Educational Planning

INTRODUCTION

During the first decade preceding the attainment of independence, efforts were made to prepare a plan of educational development for the whole country, both at the official and non-official levels. It was in 1938 that the Indian National Congress appointed a National Planning Committee under the chairmanship of Pandit Jawaharlal Nehru to prepare a comprehensive plan of national development. Educational planning was taken up by two sub-committees, one for General Education and the other for Technical Education and Development Research. Unfortunately, the struggle for political freedom did not allow any time to the chairman and other members of the Committee to do justice to the work. The result was a sketchy document. This, however, remained the first unofficial effort to relate educational development to the overall socio-economic development of the country.

On the official side, the Central Advisory Board of Education prepared the *Post-war Plan of Educational Development* (1944), popularly known as the *Sargent Report*. Much spade work had gone before it. The Board, ever since its revival in 1935, had been engaged in critically examining different aspects of Indian education and suggesting measures for their reconstruction. By 1943, the Government of India was required to prepare plans of post-war development. In the field of education, as a part of the overall plan, the Board was required to prepare a plan for education. The Board made good use of the several reports it had prepared so far, and consolidated all its findings in the form of a comprehensive *Post-war Plan of Educational Development* (1944). Its object was

'to create, in India, in a period of not less than forty years, the same standard of education attainments as had already been admitted in England'. It planned to provide pre-primary education covering one child out of every 21 in the age group 3-6; primary education, free and compulsory, for all children in the age group 6-14; secondary education, both academic and technical, to the extent of one child selected out of every 5 who completed the junior primary school; and higher education to one student out of every 15 who completed secondary education. Though attempts were made to assess the cost of the plan, no measures were taken to relate the proposals to the man-power needs or to the overall plan of socio-economic development.

The unofficial plan was national in outlook but too sketchy to be implemented: the official plan was comprehensively built, but remained 'British' in outlook. Both remained unaccepted though they heralded the beginning of educational planning in India.

The first four years of independence witnessed great educational expansion on a year to year budgetary planning till the birth of the *National Planning Commission* in 1951, the year of launching the First Five Year Plan. The relevant extracts from the four Five Year Plans that form the content of this *Section* provide a graphic description of the successive educational programmes planned during 1951-56, 1956-61, 1961-66 and 1969-74. In the years from 1966 to 1969 the general economic conditions in the country were very difficult. The country had to divert her energies to fight drought and near famine and their aftermath. This resulted in the reduction of long-term planning to three short annual plans.

The achievements of the three Five Year Plans and three annual plans in the field of education have been very significant. There has been expansion at all levels of education. The enrolment in classes I-V increased from 19.1 million in 1950-51 to 55.5 million in 1968-69; in classes VI-VIII from 3.1 million to 12.3 million; in classes IX-XI from 1.2 million to 6.6 million; and at the university stage from 0.26 million to 1.69 million. The total educational expenditure from all sources is estimated to have increased from Rs. 1,144 million in 1950-51 to Rs. 8,500 million in 1968-69. During these years, many educational problems were overcome. And yet, fresh challenges face us. Planning is the method to which we are committed for meeting such challenges. The educational priorities and the emphasis have changed from Plan to Plan according to the emergence of new problems or

progress already achieved, but each successive plan has represented a step forward towards our goal of 'a prosperous, democratic, modern, socialist society'.

The Fourth Five Year Plan for education did have the advantage over the previous Plans of drawing upon the experience of the *Education Commission* (1964-66), whose report has been titled *Education and National Development*. It has also the responsibility of implementing its recommendations. Priority has been given to the expansion of elementary education with emphasis on the provision of facilities for backward areas and communities and for girls. It is reordering of opportunities on a rational and equitable basis. The benefits of development should reach in increasing measure to the common man and the weaker sections of society. Vocationalisation of education at the secondary stage also takes its place in the priority list. It is necessary to provide productive employment and to strengthen the economic growth. Expansion of science education, improvement of teacher education, consolidation of technical education, development of Indian languages and book production and spread of part-time and correspondence courses are other programmes of great significance. Man-power needs, social demands and availability of financial, material and human resources have constantly been kept in view in shaping the Plan. The total educational plan will cost Rs. 8,226.6 million, which is in addition to an average annual non-plan expenditure of Rs. 5,500 million. Increasing efforts have been made to relate the educational programmes to social and economic needs. Planning truly becomes the vital instrument to realise the social objectives enshrined in the Constitution. It remains a charter of orderly progress.

[1]

FIRST FIVE YEAR PLAN*
(1951-52 to 1955-56)

From Chapter XXXIII
'Education'

1. General

The Planning Commission is mainly concerned with viewing education as a part of the total national effort, establishing and strengthening its links with other aspects of national life and assigning priorities for the various educational programmes awaiting implementation.

Assessment of the Present Position: The needs of the present situation are :

- (1) Re-orientation of the educational system and integration of its different stages and branches ;
- (2) Expansion in various fields, especially in those of basic and social education, remodelled secondary education and technical and vocational education ;
- (3) Consolidation of existing secondary and university education and the devising of a system of higher education suited to the needs of the rural areas ;
- (4) Expansion of facilities for women's education, especially in the rural areas ;
- (5) Training of teachers, especially women teachers and teachers for basic schools, and improvement in their pay-scales and conditions of service ; and
- (6) Helping backward States by giving preferential treatment to them in the matter of grants.

Resources : The Five Year Plan makes a provision of Rs. 151·66 crores (35·02 crores for the Centre and Rs. 116·64 crores for the States) for educational development or of Rs 30·33 crores per annum... The inadequacy of this provision is all too obvious... In the context of prevailing conditions a larger share of responsibility for social services will have to be borne by the people themselves

* Published by the Planning Commission, Government of India, 1952.

Priorities: A serious attempt should be made to achieve the following broad targets :

- (1) At the conclusion of the Five Year Plan, educational facilities should be provided for at least 60 per cent of all the children of the school-going age within the age group 6-11.
- (2) At the secondary stage, the target should be to bring 15 per cent of the children of the relevant age-group into educational institutions.
- (3) In the field of social education... at least 30% of the people (and 10% of women) within the age group of 14 to 40 receive the benefit of social education

2. Pre-School Education

In view of the shortage of funds Government can accept only limited responsibility in this field, confined to research in evolving methods suited to our needs, training of teachers, helping private agencies who take up this work in the rural areas by grants-in-aid and running a few model balwadis or nursery schools in each State.

3. Primary (Including Basic) Education

The provision of free and compulsory primary education, is the first necessary step towards establishing equality of opportunity for every citizen.

A most important development in the field of education in recent years has been the acceptance of basic education by the country as the pattern for the education of children of the age group 6-14... The foremost task in the field of basic education is the improvement of technique and the development of methods, by which it can be passed on to the vast majority of teachers of rather low educational qualifications and average ability.

We would recommend that all States should run, wherever conditions permit, eight-year full-fledged basic schools instead of five-year schools.

As regards the question of ordinary primary education, we feel that, in view of the poor return from it, the tendency to open new primary schools should not be encouraged and, as far as possible, resources should be concentrated on basic education

and the improvement and remodelling of existing primary schools on basic lines, as far as that can be done with the personnel available.

4. Secondary Education

In the first place, secondary education must be closely related to the psychological needs of the adolescents for whom it is being designed. Secondly, it should be vitally related to the existing socio-economic situation, to the directive principles of State policy laid down in the Constitution and the approved schemes for social and economic reconstruction. In order to equip the youth adequately for the needs of the existing socio-economic situation, it is necessary to give secondary education a vocational bias... Thirdly, secondary education would grow from the education that is being given at the primary stage, *i.e.*, it should be closely integrated with the basic education and its essential underlying principles.

5. University Education

The problem of the re-organisation of university education is really three-fold: the reform of the existing system to enable it to yield the best results it is capable of yielding, the building up of a new system (or systems) more suited to our national needs and the working out of the relationship of the various systems, while they exist side by side. In spite of their grave defects, the existing universities are the only repositories we have of the tradition of organised knowledge and the course of wisdom is to improve their working while we attempt to build a system or systems better suited to our needs.

Another very important problem is the serious overcrowding in most of the colleges, which makes individual attention so necessary at this stage, simply impossible. We must develop and apply selective tests on a large scale so that nobody is allowed to go up for higher education who is not fit to profit by it.

6. Social Education

The concept of adult education, which was mostly confined to literacy, was found to be too narrow to be able to meet the various needs of the adults. It was, therefore, widened to include, in addition to literacy, the health, recreation and home life of the

adults, their economic life and citizenship training; and to denote this new concept the term 'social education' was coined. Social education implies an all-comprehensive programme of community uplift through community action.

In rural areas the point at which the social education programme in a locality can begin will of course depend on the condition prevailing in the given area. Attempt should, however, be made at the earliest opportunity to organise an economic activity on co-operative basis... Similarly, programmes of health education and health services should also be organised on co-operative lines.

7. Professional Education

Organisation of facilities for professional education cannot be strictly related to the existing opportunities for employment but should take into account the developments planned in the various other spheres of national activity which require technical personnel. It is also necessary to turn out youngmen with initiative and grit in excess of the numbers indicated by the normal employment position in order that new ideas may be developed and small scale ventures might receive an impetus.

The greatest need for expansion of training facilities is at the level of artisans and craftsmen. Institutions run by the Ministry of Labour, trade schools, industrial schools, production-cum-training centres should be opened on an extensive scale, so that the skills of the large numbers of people, engaged in production or likely to be so engaged, are developed.

8. Women's Education

The general purpose and objective of women's education cannot, of course, be different from the purpose and objective of men's education. There are, however, vital differences in the way in which this purpose has to be realised.

The problem of women's education in India is above all the problem of the education of grown-up women. Generally, women cannot always be educated in the same continuous fashion as men. Unlike boys, girls are forced to suspend their studies in the early teens due to a variety of reasons and take up wider responsibilities of the home. Arrangements should, therefore, be made to facilitate resumption of studies by women at a time when they have leisure.

9. Educational Programmes

The total allotment for educational development proposed in the Plan is Rs. 151·66 crores for the five-year period or an average annual expenditure of Rs. 30·33 crores.

The expenditure provided under the head 'Education' does not include the sum of Rs. 55·28 crores, during the five-year period or Rs. 11·06 crores annually on an average, proposed to be spent on a number of schemes of training, education and research, which are shown under other heads such as Agriculture, Medical, Industries, Labour, etc.

The distribution of the total expenditure visualised over the five years of the Plan among the various sub-heads will be [as given in Table I on page 509] according to the schemes submitted by the Central Ministry and the States.

In the field of primary education the number of primary schools will increase by 17 per cent and the number of pupils by 25 per cent. The corresponding increase in the junior basic schools would be 22 per cent and 81 per cent. Taking the primary and junior basic schools together, we find that whereas in 1950-51 only 44·5 per cent of the children of the age group 6-11 were being provided for, the percentage is estimated to rise to 55·7 per cent in 1955-56. This result is estimated only on the basis of the State resources. We feel that it can be considerably improved if local resources are properly developed and tapped for the purpose of education. Though firm estimates are impossible at this stage it should not be difficult to reach the target of 60 per cent. [See Table 2 on page 509]

In the field of secondary education while secondary schools are estimated to increase by 18 per cent during the period of the Plan the number of pupils would increase by 32 per cent. The percentage of the age-group 11-17 being provided for will increase from 10·8 per cent in 1950-51 to 13·3 per cent in 1955-56.

As regards teachers' training, facilities expand differently at different levels. While the number trained during the year increases only by 15 per cent in the case of primary teachers, it increases by 54 per cent in the case of secondary schools and 162 per cent in the case of basic teachers. The low percentage increase in the case of primary teachers is explained by the fact that with the policy of ultimately converting all primary schools into basic schools most of the States are taking steps to convert their primary teachers' training colleges into basic training colleges.

TABLE I

(Rs. in lakhs)

State/Ministry	Adminis- tration	Primary Education	Secondary Education	University Education	Technical and Vocational Education	Social Education	Other Schemes	Total
States	75.7	74,52.8	8,30.4	9,25.1	9,90.4	7,60.0	5,84.1	1,16,10.5
Central Government	—	12,50.0	—	2,47.0	11,55.0	7,50.0	1,00.0	35,02.0
TOTAL (1951-1956)	75.7 (0.5%)	87,02.8 (57.6%)	8,30.4 (5.5%)	11,72.1 (7.8%)	21,45.4 (14.2%)	15,10.0 (10.0%)	6,84.1 (4.5%)	1,51,20.5* (100%)

* Figures do not include Rs. 46 lakhs, earmarked for Jammu and Kashmir State, as break-up of this amount into sub-heads is not available.

TABLE 2

YEAR	PRIMARY ORDINARY			JUNIOR BASIC			SECONDARY		
	No. of Institutions	No. of Pupils	No. of Teachers	No. of Institutions	No. of Pupils	No. of Teachers	No. of Institutions	No. of Pupils	No. of Teachers
1950-51	1,72,779	1,51,10,316	3,86,169	35,002	29,00,322	77,013	16,387	43,87,657	1,63,575
1955-56	2,02,141	1,87,88,750	4,60,324	42,833	52,76,278	1,11,853	19,262	57,79,355	2,06,856
Percentage of Increase	17	25	19.2	22	81	45	18	32	26

[2]

SECOND FIVE YEAR PLAN*

(1956-57 to 1960-61)

From Chapter XXIII

'Education'

Introduction

In recent years, there has been a great deal of re-examination of the pattern of education, and on several issues the opinion of educationists has crystallised into fairly specific proposals for change, as indicated in the recommendations of the University Education Commission, the Secondary Education Commission and a number of committees which have inquired into educational problems. The progress achieved in different branches of education has been reviewed by the Central and State Governments with a view to formulating programmes for the second Five Year Plan.

The second Five Year Plan provides for a larger emphasis on Basic education, expansion of elementary education, diversification of secondary education, improvement of standards of college and university education, extension of facilities for technical and vocational education and the implementation of social education and cultural development programmes. In the first Five Year Plan about Rs. 169 crores were provided for the development of education—Rs. 44 crores at the Centre and Rs. 125 crores in the States. In the second Five Year Plan, Rs. 307 crores have been provided—Rs. 95 crores at the Centre and Rs. 212 crores in the States. The distribution of outlay between different fields of

* Published by the Planning Commission, Government of India, 1956.

education in the first and second Plans is set out below :

	First Plan (Rs. in crores)	Second Plan (Rs. in crores)
Elementary Education	93	89
Secondary Education	22	51
University Education	15	57
Technical and Vocational Education	23	48
Social Education	6	6
Administration and Miscellaneous	11	57
Total	169	307

In the summary statement given below the progress achieved in different fields of education during the first Plan and the targets proposed for the second are set out. The progress in each direction is reviewed separately in the sections that follow.

	Unit	1950-51	1955-56	1960-61
I. Facilities of schooling for children in different age-groups				
(a) 6-11	Pupil	1,86,80,000	2,48,12 000	3,25,40,000
Percentage of the age-group		42.0	51.0	62.7
b) 11-14	"	33,70,000	50,95,000	63,87,000
Percentage of the age-group		13.9	19.2	22.5
(c) 14-17	"	14,50,000	23,03,000	30,70,000
Percentage of the age-group		6.4	9.4	11.7
II. Institutions				
(a) Primary/Junior Basic	School	2,09,671	2,74,038	3,26,800
(b) Junior Basic	"	1,400	8,360	33,800
(c) Middle/Senior Basic	"	13,596	19,270	22,725
(d) Senior Basic		351	1,645	4,571
(e) High/Higher Secondary	"	7,288	10,600	12,125
(f) Multipurpose	"		250	1,187
(g) High Schools to be upgraded to Higher Secondary Schools			47	1,197
(h) Universities		26	31	38

Elementary Education

The problems of education at the elementary level are mainly two : the expansion of existing facilities and the reorientation of the system of education on Basic lines. Both are equally urgent tasks and vital to social and economic development.

As regards expansion, the progress made in the first Plan and the targets set for the second, are indicated below :

Stage	Number of pupils as percentage of number of children in corresponding age-groups								
	1950-51			1955-56 Estimates			1960-61 Target		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1. Primary (6-11)	59	25	42	69	33	51	86	40	63
2. Middle (11-14)	22	5	14	30	8	19	36	10	23
Elementary (6-14)	46	17	32	57	23	40	70	28	49

It will be seen that while the progress in regard to boys of the age-group 6-11 years is satisfactory, the advance in respect of boys of the age-group 11-14 years has been relatively meagre. In both the age-groups the education of girls has lagged far behind. An aspect of the situation which causes concern is the 'wastage' which exceeds 50 per cent at the primary stage. Thus, out of 100 pupils who join the first class at school scarcely 50 reach the fourth class, the rest dropping out before completing four years at school, which is regarded as the minimum period for providing permanent literacy. The wastage is greater in the case of girls. Closely allied to the problem of wastage is that of stagnation that is, a pupil continues in the same class for more than the normal period. The problems of expansion of educational facilities may differ considerably as between States and different parts of the same State. It is, therefore, necessary in each area to undertake detailed educational surveys to determine the measures needed.

To prevent wastage the introduction of compulsion is essential... The principal remedy for stagnation lies in improving

the quality of teachers and teaching techniques, including understanding of human relations and personality problems.

A most urgent problem is that of girls' education... A major obstacle in the way of promoting girls' education is the dearth of women teachers. The task of training women teachers has to be approached as a matter of urgency, especially when it is remembered that in the third Five Year Plan the problem of expanding primary education will to a large extent concern girls' education. The provision of housing facilities for women teachers in villages would be an important step to take. Opportunities for part-time employment may draw educated married women into the teaching profession.

There is also considerable need for making more effective use of available buildings and other facilities. In this connection the introduction of shift system in both Basic and non-Basic schools has been recommended by the Central Advisory Board of Education at its last meeting in 1956... The shift system is recommended, not as an ideal method, but to meet certain practical difficulties. The reduced school hours will call for rationalisation of the curriculum and careful planning of work, both inside and outside the school.

If the directive of the Constitution in favour of free and compulsory education up to the age of 14 years is to be fulfilled, Government resources will have to be supplemented in increasing measure by local community effort... To enable local communities to shoulder in some measure the continuing responsibility which this implies, it is recommended that each State should consider enacting legislation to enable local authorities (including village panchayats) to levy a cess for education.

Basic Education

In the spread of Basic education certain administrative problems have to be considered. On the administrative side, it is essential that those concerned with educational administration should be fully acquainted with the new programmes and the conditions necessary for its fulfilment.

In organising training for Basic teachers it is important to ensure the observance of high standards of teaching. Seminars, refresher courses and schemes on in-service training should also be organised.

The practical value of Basic education and even its financial

return can be increased by linking it up with allied programmes like agriculture, village and small industries, cooperation, development and national extension service, etc. and thereby giving a definite place to institutions imparting Basic education in the scheme of development in each district and each block. This will itself help to keep Basic education in step with the needs of development in other fields.

Secondary Education

Problems of secondary education were reviewed by the Secondary Education Commission whose report was presented in 1953... In the new organisational pattern which the Commission recommended it was visualised that following the four or five-year period of primary or junior Basic education, there would be a middle or senior Basic or junior secondary stage of three years and a higher secondary stage of four years. The first degree course would then be of three years duration. The Commission recommended the establishment of multipurpose schools, of technical schools either separately or as part of multipurpose schools and of special facilities for agricultural education in rural schools. The provision in all secondary schools for courses in languages, general science, social studies and a craft as a common core was also proposed for general adoption. These recommendations form the basis of programmes adopted by the Centre and the States for the second Five Year Plan. A sound system of secondary education, which offers openings in a large number of different directions, is an essential foundation for economic development on modern lines.

It is common ground that at the secondary stage of education there should be increasing diversification of courses, so that students could be guided and directed to secure training in courses according to their aptitudes and capacities. This object is proposed to be attained through introduction of crafts and diversified courses, better facilities for science teaching, establishment of multipurpose schools and junior technical schools as well as upgrading the high schools to higher secondary schools.

Steps to implement the pattern of reorganisation for secondary education recommended by the Secondary Education Commission have been initiated during the past two years. With the provision of Rs. 51 crores in the second Plan as against Rs. 22 crores in the first, it is hoped that the reorientation of secondary

education will be carried a stage further. Among other programmes a proportion of the existing high schools are to be converted into higher secondary schools and multipurpose schools. In the first Plan about 250 multipurpose schools were established; during the second Plan the number of multipurpose schools is to be increased to 1187. The number of high and higher secondary schools (which generally include middle classes) will increase from 10,600 to 12,000 at the end of the second Plan. About 1,150 high schools are also expected to be converted into higher secondary schools over the period of the second Plan, thus bringing the total number of higher secondary schools to about 2,800... To enable students to enter an occupation at the end of the secondary course as semi-skilled workers or for setting up small businesses of their own, the second Five Year Plan provides for the setting up of 90 junior technical schools.

At the end of the first Plan, about 60 per cent of the staff of secondary schools consisted of trained teachers. According to the plans of States in the next five years, the proportion of trained teachers is expected to increase to 63 per cent.

At the secondary stage, the education of girls lags seriously behind. At present out of the total population of 12 million girls in the age-group 14-17 years, about 3 per cent are attending schools. Plans of States do not provide in sufficient measure for the education of girls, for the number of high schools for girls is expected to increase from 1,500 to 1,700 only by the end of the second Plan.

University Education

During recent years the rapid increase in the number of students in universities and colleges has affected the standards of education. At the end of the first Plan the total enrolment is estimated to be 720,000 as compared to 420,000 five years ago. For improving the quality of university and college education and for reducing wastage and stagnation of students who are unable to qualify, a number of measures are being taken by the University Grants Commission. These include the institution of three-year degree courses, organisation of tutorials and seminars, improvement of buildings, laboratories and libraries, provision of hostel facilities, stipends for meritorious students, scholarships for research and increase in salaries of university teachers. In the course of the second Five Year Plan seven new universities are to be established.

The total provision for university education in the second Five Year Plan is about Rs. 57 crores, of which Rs. 22.5 crores are provided in the State plans and Rs. 34.4 crores at the Centre, the latter provision including an allotment of Rs. 27 crores for the University Grants Commission. The greater part of the expenditure will be on consolidation and increased provision for technical and scientific education in the universities. In addition to this the programme of technical education provides Rs. 13 crores for engineering and technology at the university and higher stages and Rs. 10 crores for scholarships. Further, Rs. 4.6 crores have been provided for agricultural education and Rs. 10 crores for health education at the university and higher stages under programmes in these fields, besides Rs. 20 crores provided for scientific and industrial research in the programme of the Council of Scientific and Industrial Research and other associated programmes.

Technical Education

Despite the advance made in the first Plan the requirements for engineering and technological personnel will be on a scale exceeding the capacity of existing institutions. This is the main problem in the development of technical education in the Second Plan.

In the field of technical education long-term planning has to be undertaken. During the first Five Year Plan significant progress was made in developing technical education. The Indian Institute of Technology, Kharagpur, was established as the first of the four higher technological institutes recommended by the All India Council for Technical Education, a few years ago. The institute has been planned ultimately to provide undergraduate courses for 1,200 students, postgraduate courses and research for 600 students... The Indian Institute of Science, Bangalore has been developed for technological studies and research in aeronautical engineering, power engineering, internal combustion engineering, metallurgy and electrical communication engineering. A large number of technical institutions all over the country have been developed for degree and diploma courses; and new institutions have been established to meet the needs of different States. The statement [on page 517] summarises the position of technical education at the beginning and end of the first Plan.

Besides expansion in numbers, qualitative improvement of the standards of instruction has also been kept in view. The crux

	1949-50			1955-56		
	Number Institutions	Intake of	Out- turn	Number Institutions	Intake of	Out- turn
Post graduate courses and research facilities	8	136	91	18	270	190
Degree or equivalent courses	53	4,120	2,200	60	6,050	3,700
Diploma courses	81	5,900	2,480	108	8,700	3,900

of the problem of quality in education is better staff, better equipment and better accommodation in the technical institutions.

Particular attention has been given to the development of facilities in special fields. A scheme of management education and training, covering industrial engineering, industrial administration and business management, has been implemented in seven selected centres and a Board of Management Studies has been set up for bringing about coordinated development of facilities for training in these subjects in association with industry and commerce. Proposals for the establishment of an Administrative Staff College at Hyderabad and an organisation for the promotion of scientific management are in an advanced stage. Four regional schools of printing are being established at Madras, Calcutta, Bombay and Allahabad and a fifth is planned for Delhi. A School of Town and Country Planning is being established in Delhi in association with the Institute of Town Planners.

In the second Five Year Plan, a provision of about Rs. 48 crores has been made for technical education. Part of this provision is for completing schemes initiated during the first Plan, the rest being earmarked for the establishment of new institutions and course.

New schemes to be undertaken in the second Plan include higher technological institutes established in a phased programme of these in the western, northern and southern regions in the country.

Training facilities at the Delhi Polytechnic are to be expanded in respect of a wide range of subjects. For the provision of adequate facilities for the first degree and diploma courses in engineering and technology in different parts of the country, 9 institutions of the degree level and 21 institutions of the diploma level are proposed to be established

Increasing demands for skilled workers and foremen and other supervisory personnel will need to be met during the second Plan. The Ministry of Labour has a programme for increasing the output of craftsmen by about 20,000 per annum and two institutions are being set up for training craft instructors. Apprenticeship training facilities have to be developed on a larger scale and in this field an important duty is cast upon the managements of the better organised enterprises in the private sector as well as on public enterprises.

Social Education

The census of 1951 showed that only 16·6 per cent of the population were literate and even if children below 10 years are excluded the proportion rises to 20 per cent only. Apart from the low percentage of literacy there is serious disparity in literacy between men (24·9 per cent) and women (7·9 per cent) and between the urban population (34·6 per cent) and the rural population (12·1 per cent). Rapid social and economic progress along democratic lines and widespread illiteracy are scarcely compatible with each other.

As essential reforms proposed in the system of education are carried out, facilities for continuation classes and social education classes at various levels should be developed. Plans of States provide for the opening of literacy and social education centres, training of social education workers and organisers, libraries, publication of literature, audiovisual education and establishment of Janata colleges. The total allotment in the plan for social education is about Rs. 15 crores, including about Rs. 10 crores in the national extension and community development programme.

While literacy is undoubtedly important, it should be recognised that it is only one element in the wider concept of social education. Social education embodies a comprehensive approach to the solution of the problems of the community, primarily through community action. Besides literacy, it includes health, recreation and home life, economic activities and citizenship training. The entire national extension and community development programme, social welfare extension projects, rural programmes undertaken by Government agencies in cooperation with the people, programmes of voluntary organisations like the Sarva Seva Sangh, the Bharat Sevak Samaj and others, the cooperative movement, village panchayats, etc. are all facets of the nation-wide effort towards

social education and rural improvement which is now in progress in the country. From this aspect the range of social education work is not to be judged merely by the financial provisions made specifically under this description.

Higher Rural Education

A number of far-reaching proposals for the development of rural education at the higher levels were made by the University Education Commission which reported a few years ago. The subject has been examined afresh recently by the Higher Rural Education Committee which recommended the establishment of Rural Institutes. . . The Ministry of Education proposes to establish 10 Rural Institutes in the second Five Year Plan and has made a provision of Rs. 2 crores for this purpose. For locating these institutes, leading centres already engaged in rural work have been selected. For following up the programme the Central Government have recently constituted a Council for Rural Higher Education.

Teachers

Before the first Five Year Plan 59 per cent of teachers in primary schools and 54 per cent of teachers in secondary schools were trained teachers. These proportions have risen to 64 and 56 per cent respectively by the end of the first Plan. In the second Plan Rs. 17 crores have been provided for increasing training facilities for teachers and, besides expanding existing institutions, it is proposed to establish 231 training schools and 30 training colleges. At the end of the second Plan it is expected that the proportion of trained teachers will increase to 79 and 68 per cent in primary schools and secondary schools respectively. The number of Basic training colleges is to be increased from 33 to 71 and Basic training schools from 449 to 729. A National Institute of Basic Education is also being established as a research centre.

Cultural and Other Programmes

The Ministry of Education have a number of important programmes of value for cultural development and integration which may be briefly stated.

(a) The Plan provides for the development of Hindi and of regional languages. The programme relating to Hindi includes the preparation of a Hindi Encyclopaedia, standard textbooks and

elementary readers, grants to organisations engaged in the study and development of the Hindi language, and scholarships for higher studies in Hindi to candidates from non-Hindi speaking areas. Besides provisions at the Centre, State Plans include schemes for the development of regional languages and also provide for the dissemination of the Hindi language. The Akadami of Letters will also have schemes for developing the various languages and literatures of the country. A National Book Trust is being constituted for promoting the publication of good books in all languages at low prices through Indian publishers with a view to making them available on as large a scale as possible.

(b) For the development of arts, the Akadami of Letters, the Akadami of Dance, Drama and Music and the Akadami of Fine Arts have programmes for which provision is made in the Plan. The Plan provides for the construction of a building for the National Theatre, for reorganisation and development of museums including a National Children's Museum, development of the National Gallery of Modern Art, establishment of a Bal Bhavan (children's centre), development of the National Library, Calcutta, establishment of a Central Reference Library in Delhi and the publication of a National Bibliography.

(c) Provision has been made for the development of the Department of Archaeology, the National Archives of India and the Department of Anthropology. A Central Institute of Indology is also to be established. Gazetteers for various States and districts are to be revised. Work on the preparation of the History of the Freedom Movement is to be completed during the Plan period.

The problem of reorganisation of the system of education may be viewed as comprising a series of practical objectives, such as expansion in the numbers for whom educational facilities are available, provision of larger opportunities for girls and for women generally, diversification of education at the secondary stage, replacement of the traditional primary education by education along Basic lines, development of social education, adequate provision for technical and vocational education and improvement of education in the universities. Behind these tasks lie more fundamental aims. With so much lost ground to recover, to advance rapidly the nation needs unity, cooperation in all fields and a high spirit of endeavour.

THIRD FIVE YEAR PLAN* (1961-62 to 1965-66)

From Chapter XXIX 'Education'

In the field of general education, as distinguished from technical education, the main emphasis in the third Plan will be on the provision of facilities for the education of all children in the age-group 6-11, extension and improvement in teaching of science in secondary and university stages, development of vocational and technical education at all levels, expansion and improvement of facilities for the training of teachers for each stage of education, and increase in scholarships, freeships and other assistance. There will be special concentration on the education of girls and the existing disparities in levels of development in education between boys and girls will be substantially reduced. All elementary schools will be oriented to the Basic pattern. Reorganisation of university education along the lines of the three-year degree course will be completed, and facilities for postgraduate studies and research work will be further expanded and improved.

Achievements and Targets

Reorganisation of secondary education has mainly taken the form of conversion of high schools into higher secondary schools, establishment of multipurpose schools providing for a variety of courses, and expansion of teaching facilities both for general science and science as an elective subject.

Progress in establishing new schools during the first two Plans was relatively greater in respect of middle and high schools than in the case of primary schools. With the provisions of educational facilities for the entire population in the age-group 6.11, this trend will be corrected to a considerable extent in the course of the third Plan.

*Published by the Planning Commission, Government of India, 1961.

The table below shows the progress during the first two Plans and the likely increase in the third Plan :

Number of Students at School

Stage and Age-Group	(Lakhs)			
	1950-51	1955-56	1960-61 (Likely Achieve- ment)	1965-66 (Targets)
Primary (6-11)				
Enrolment	191.5	251.7	343.4	496.4
Percentage of the age-group	42.6	52.9	61.1	76.4
Middle (11-14)				
Enrolment	31.2	42.9	62.9	97.5
Percentage of the age-group	12.7	16.5	22.8	28.6
Secondary (14-17)				
Enrolment	12.2	18.8	29.1	45.6
Percentage of the age-group	5.3	7.8	11.5	15.6
Total (6-17)				
Enrolment	234.9	313.4	435.4	639.5
Percentage of the age-group	25.4	32.1	39.9	50.1

Outlays

The table below shows the distribution of outlay on schemes of general education under the first, second and third Plans :

Distribution of Outlay

sub-head	Amount (Rs. crores)			Percentage		
	First Plan	Second Plan	Third Plan	First Plan	Second Plan	Third Plan
Elementary education	85	87	209	63.9	41.9	50.0
Secondary education	20	48	85	15.1	23.1	21.1
University education	14	45	82	10.5	21.6	19.6
Other programmes :						
Social education	14	10	12	10.5	4.8	2.9
Physical education & youth welfare						
Others	—	10	11	—	4.8	2.6
Total	133	204	408	100.0	98.1	97.6
Cultural programmes		4	10		1.9	.4
Grand total	133	208	418	100.0	100.0	100.0

Pre-School Education

The need for expanding facilities for pre-school education is being increasingly stressed. In the past, progress in this direction has depended mainly on the work of voluntary organisations and the establishment of a number of *balwadis*... Schemes for child welfare now being formulated by the Ministry of Education include improvement of existing *balwadis*, opening of new *balwadis*, expansion of the training programme for *bal sevikas* and a number of pilot projects for child welfare in which education, health and welfare services will be organised in an integrated manner. Schemes for children, specially the setting up of *balwadis*, will continue to be an important part of the programmes undertaken for women and children in community development blocks and in welfare extension projects.

Elementary Education

The Constitution envisaged the provision of free, universal and compulsory education for children up to the age of 14 years. In view of the magnitude of the task, it was agreed early in the second Plan that as a first step facilities should be created for the education of all children in the age-group 6-11. This is one of the central aims of the third Plan, to be followed by extension of education for the entire age-group 11-14 during the fourth and fifth Plans.

A very large gap still exists between the proportion of boys and girls attending school... The National Council for Women's Education carefully considered the special measures needed for promoting the education of girls at the primary, middle and secondary stages and made a series of recommendations. These include the provision of quarters for women teachers, special allowances for women teachers working in rural areas, condensed educational courses for adult women so as to enlarge the supply of women teachers, stipends for women teacher trainees, attendance prizes and scholarships, appointment of school mothers in co-educational institutions and provision of the necessary amenities. To some extent proposals on these lines have been embodied in the plans of States.

Introduction of compulsion, appointment of trained and qualified teachers, improvement in the methods of teaching, greater understanding on the part of parents of the desirability of letting

their children remain at school, and the planning of school holidays, so that they coincide with the harvesting and sowing seasons, are among the steps to be taken to reduce the incidence of stagnation and wastage.

The main problems which arise in the expansion of facilities for children in the age-group 6-11 are found in a more accentuated form in the next age-group 11-14, specially in rural areas.

In the more backward areas and among the more backward sections of the population, rapid development of middle school education can take place only after the necessary foundations at the primary level have been laid. Accordingly, in the third Plan, for these areas, it will be necessary to concentrate on the expansion of primary education for these groups.

Basic Education

Reorganisation of school education along Basic lines has been a key programme since the first Plan. During the third Plan it is proposed to convert about 57,760 schools into Basic schools, to orient the remaining schools to the Basic pattern, to remodel all training institutions along Basic lines, to establish Basic schools in urban areas, and to link up Basic education with the development activities of each local community.

Perhaps the most important measures for the expansion of Basic education is the provision of larger facilities for the training of teachers for Basic schools and the reorganisation of existing training centres along Basic lines. At the end of the second Plan elementary school teachers were being trained in 1,307 institutions, of which about 70 per cent were already organised on the Basic pattern. By the end of the third Plan, the number of training institutions will increase to 1,424 and all of them will impart training on Basic lines... In most States the period of training for elementary school teachers is proposed to be extended to two years with a view to ensuring a greater measure of thoroughness both in regard to courses and methods. In a number of training schools extension departments will be established for improving the quality of teaching in schools in the neighbourhood.

Community Effort: Several States have provided in their plans for mid-day meals for children attending schools notably, Madras Kerala Andhra Pradesh Mysore and Orissa. In Madras, which has the largest programme in this field, one million children are expected to benefit in addition to about a million already being

served by the programme. About 40 per cent of the expenditure is being met by the local community.

Secondary Education

The programme for the reorganisation and improvement of secondary education, which was taken up following the report of the Secondary Education Commission, has proceeded along several lines and is designed both to enlarge the content of secondary education and to make it a self-contained unit within the educational process. The measures envisaged are the conversion of high schools into higher secondary schools, development of multipurpose schools with provision of number of elective subjects along with and in addition to the academic courses, expansion and improvement of facilities for the teaching of science, provision of educational and vocational guidance, improvement of the examination and evaluation system, enlargement of facilities for vocational education, increased facilities for the education of girls and the backward classes and encouragement of merit through scholarships.

Recommendation along these lines involves a major revision of the secondary school curriculum and the introduction of new techniques and procedures. Subjects such as general science and social studies and the various elective courses are relatively new concepts in the secondary school curriculum and call for a new orientation on the part of the secondary school teacher. In turn this has necessitated a countrywide programme of in-service teacher education organised by State education departments as well as special extension services.

Secondary school teachers have to be thoroughly prepared for handling the new subjects efficiently. The teacher education programme at the pre-service level has also to be reorganised in line with the changes that have taken place at the secondary level. The standard of Science education has to be raised to a level which will effectively support the future scientific advance of the nation. Shortcomings which have been observed in the working of multipurpose schools have to be remedied and the scheme placed on a stable footing. Educational and vocational guidance programmes have to be extended to reach as many schools and pupils as possible. Several other measures have also to be taken to strengthen the entire programme of the secondary school reorganisation such as improvement in craft teaching, organisation of

school libraries, the better use of audio-visual techniques, etc. Special emphasis is, therefore, to be given in the third Plan to the consolidation and improvement of quality in all aspects of secondary education reorganisation.

Higher Secondary Schools : One of the principal recommendations of the Secondary Education Commission was that high schools should be upgraded to higher secondary schools so as to make the curriculum more broad-based than in the past and to provide better standard of education by providing an additional year in school. During the first two Plans, 3,121 higher secondary schools were established in different States. This number is expected to rise to 6,390 by the end of the third Plan.

Science Education. The second Plan gave high priority to the expansion and improvement of science education at the secondary stage. The Secondary Education Commission had recommended that every secondary school pupil should study general science as a compulsory subject, so that he gains a basic quantum of scientific knowledge as part of his general education.

In the third Plan, in addition to providing general science in all the secondary schools as a compulsory subject, more than 9,500 out of 21,800 secondary schools will also have science of an elective standard. A number of supporting measures are also proposed to be taken to improve and strengthen the teaching of science. The existing science syllabi in force in different States will be reviewed and modified where necessary, with a view to integrating them with the science syllabi at the earlier and later stages of education. A programme of preparation of teachers' handbooks, students' manuals, science textbooks and supplementary reading material in science will also be undertaken. In order to coordinate, guide and direct the entire programme of science teaching as well as the training of key personnel, a central organisation for science education is proposed to be set up in the third Plan. A scheme of science talent search is to be introduced with a view to identifying promising talent at the secondary stage and providing opportunities for its development.

Multipurpose Schools One of the main defects in the secondary education system was its unilateral character, only one type of academic course being provided for all students irrespective of their individual aptitudes and abilities. The Secondary Education Commission therefore, recommended the setting up of multipurpose schools, which would offer a number of practical

courses along with the academic stream. so as to present the pupil with a variety of courses, out of which he could make his choice according to his special interests. During the first two Plans, 2,115 multipurpose schools were established. . . During the third Plan, therefore, it is proposed to concentrate on the consolidation of the scheme by strengthening the institutions already established, the programme of expansion being limited to about 331 new schools. An integrated teacher training programme for the multipurpose schools is to be undertaken, and for this purpose four regional training colleges will be established which will prepare teachers for the multipurpose schools through in-service and pre-service training programmes both in the practical and scientific subjects.

Educational and Vocational Guidance : During the second Plan, in addition to the setting up of a Central Bureau of Educational and Vocational Guidance, State Bureaux of Educational and Vocational Guidance were established in 12 States. These bureaux have been carrying out a programme of training career masters and counsellors, test construction and guidance services to schools. The guidance movement, however, has not yet made a significant impact on secondary schools. It is, therefore, proposed in the third Plan to strengthen the State bureaux in such a manner as to help them to carry the guidance programme further into the field and also to ensure a minimum programme of career information service in as many secondary schools as possible.

Training of Teachers. The number of training colleges has risen from 53 in 1950-51 to 236 in 1960-61. In the third Plan the number of training colleges is expected to increase to 312. The existing training colleges will also be strengthened and expanded to increase the supply of trained teachers.

University Education

With the expanding base at the elementary and secondary education, the demand for higher education has greatly increased over the past decade. The number of universities has increased from 27 in 1950-51 to 32 in 1955-56 and to 46 in 1960-61, and about a dozen more universities are likely to be added during the third Plan. The number of colleges (exclusive of intermediate colleges) rose from 772 in 1955-56 to 1,050 in 1960-61. During the third Plan about 70 to 80 colleges will be added every year. The rapid expansion in the numbers of universities and colleges in recent years has led to a number of problems. These have been

reviewed in the report of the University Grants Commission for 1959-60.

The Commission has stressed that if deterioration is to be avoided, increase in the number of students should be accompanied by corresponding expansion of physical and other teaching facilities. In the third Plan larger facilities are being provided for diverting students to vocational and technological education. However, the problem is one of large dimensions and even after taking into account these facilities the number of those seeking admissions to the courses of higher education in arts, science and commerce will be large and suitable criteria for selection have to be adopted. In addition to the provision in the Plan for expansion of facilities for higher education, proposals for evening colleges, correspondence courses and the award of external degrees are at present under consideration.

Girls' Education

Over the past decade, while the additional number of boys enrolled in schools was 13.2 million, in the case of girls the additional enrolment was only 6.8 million. The census of 1961 has shown that, as against a literacy rate of 34 per cent for men, only about 13 per cent of the women are literate. Consequently, by far the most important objective in the field of education during the third Plan must be to expand facilities for the education of girls at various stages. According to the programmes which have been formulated, taking age-group 6-14, the proportion of girls at schools should increase to 46 per cent, compared to 73 per cent for boys. Out of about 20.4 million additional children to be enrolled in schools during the third Plan in the various age-groups, about 10.3 million are expected to be girls, their proportion in the lowest age-group being 56 per cent. At the end of the third Plan, the disparity between boys and girls, although somewhat reduced, will still be considerable.

It is estimated that, of the resources available under the Plan for the development of education, about Rs. 175 crores will be devoted to the education of girls, of which about Rs. 114 crores are for education at the primary and middle school stages.

Teachers' Salary Scales and Conditions of Service

The problem of raising the salary scales of teachers received special attention towards the end of the first Plan. During the

second Plan considerable progress was made and expenditure of about Rs. 30 crores is estimated to have been incurred on increasing the salaries of school teachers. As a result, the basic salaries of elementary teachers and, to some extent, of secondary teachers, were improved in almost all the States. In addition, expenditure was incurred on raising the salary scales of university teachers. In the third Plan provision has been made by some of the States for improving the salaries and allowances of teachers.

Attempt will continue to be made during the third Plan to improve the social and economic status of teachers. The institution in 1958 of national awards for outstanding work in the field of teaching is a useful innovation. The number of these awards is to be increased in the third Plan. The Plan also provides for merit scholarships for the children of elementary and secondary school teachers.

Educational Research and Training of Key Personnel

Any system of education requires for its growth a vigorous programme of research in educational objectives, methods and techniques. It is especially important in India today where the whole system is being modified to suit the changing needs of a rapidly developing society. During the first two Plans, a number of research institutions were set up.

The National Institute of Basic Education has conducted a series of investigations into various problems connected with Basic education. The National Fundamental Education Centre has studied problems of social education and trained a number of batches of district social education organisers. The National Institute of Audio-Visual Education carries out research in various media of mass communication. The Central Bureau of Educational and Vocational Guidance has built up a number of objective tests for conducting examinations in different subjects and for assessing the special abilities and aptitudes of students with a view to guiding them in their choice of courses and careers. The Central Bureau of Textbook Research studies textbooks adopted in various States from the point of view of their content as well as the procedures followed in their selection.

During the third Plan research activities described above will be continued and expanded. With a view to developing at the national level a centre of training and research, it is proposed

to establish National Institute of Educational Research and Training in which will be merged the existing Central Institute of Education and other central institutes and agencies referred to above.

Textbooks

To overcome difficulties experienced in respect of textbooks, State Governments have started, on an experimental basis, nationalisation of textbooks. The Centre and the States will need to coordinate their efforts in large-scale production of textbooks with a view to reducing costs as well as keeping certain national objectives uniformly in view. To bring down the price of foreign books, on which inevitably considerable reliance has to be placed at the university stage, arrangements for getting them printed in India are under examination.

Examination Reform

The Secondary Education Commission laid special emphasis on the need for improvement of the examination system. A programme of examination reform was, therefore, taken up towards the end of the second Plan when an Evaluation Unit was set up in the Directorate of Extension Programmes for Secondary Education. The programme envisages the reform of examination techniques in gradual stages.

Development of Hindi and Sanskrit

For the development of Hindi, during the first two Plans, schemes were initiated for the evolution of Hindi terminology, production of dictionaries and original literature, translation of books of university level into Hindi and regional languages, and publication of popular books in Hindi through private publishers. The programmes and schemes started during the first and second Plans will be continued and expanded in the third Five Year Plan.

The Central Sanskrit Board was set up in 1959 with a view to advising the Government of India on matters relating to propagation and development of Sanskrit and some steps have been taken in consultation with it. Programmes for the third Plan will include production of literature, research scholarships, development of Gurukulas, modernising Sanskrit pathashalas, preparation of dictionaries and establishment of Central Sanskrit Institute for training teachers.

Physical Education, Sports and Youth Welfare Activities

Among the significant developments in this field during the second Plan, reference may be made to the establishment of the National College of Physical Education at Gwalior (which was the first degree college of its kind in the country), the setting up of Bal Bhavans to cater to the recreational needs of children, the launching of a national physical efficiency drive on the basis of carefully graded physical tests and the organisation of youth groups in rural areas as part of the community development programme. Towards the end of the second Plan the National Institute of Sports was set up for training high-grade coaches in different games and sports. In the sphere of youth activities, grants were given for the construction of stadia, swimming pools, open-air theatres, etc. Steps were also taken for the promotion of the activities of the National Cadet Corps, Auxiliary Cadet Corps, Bharat Scouts and Guides and the National Discipline Scheme.

During the third Plan period all these programmes will be continued. The National Institute of Sports will be developed so as to provide for all the major games. With the help of coaches trained at the Institute, a national coaching scheme providing for widespread coaching facilities will be introduced so that the standard of sports can be steadily raised. The national physical efficiency drive will be further intensified so that it has greater impact. A National Children's Museum is also proposed to be established as a complement to the Bal Bhavan.

Social Education and Adult Literacy

As was stated in the first Plan, social education implies an all-comprehensive programme of community uplift through community action. Social education thus, comprises literacy, health, recreation and home life of adults, training in citizenship and guidance in improving economic efficiency. Between 1951 and 1961 literacy has increased only from about 17 to about 24 per cent. The introduction of Panchayati Raj at the district and block levels and the important role assigned to village panchayats render it imperative that in as short a period as possible a substantial proportion of the adult population should become capable of reading and writing. This is essential in their own interest as in that of the community as a whole. As sufficient progress has not been achieved so far in this direction, the problem is now

being studied afresh with a view to working out means for the rapid expansion of adult literacy.

Programmes of the Ministry of Education provide for the further development of the National Fundamental Education Centre as a part of the National Institute of Education, production of literature for neoliterates, assistance for voluntary organisations in the field of social education and expansion of library facilities. The educational plans of States provide for libraries and continuation classes and, to a limited extent, for adult schools and other schemes for promoting adult literacy. The main provisions for social education are made under the community development programme through the schematic budget. Altogether, in the third Plan, about Rs. 25 crores are expected at present to be available for social education.

During the third Plan, steps will be taken to set up or develop all the four National Libraries at Delhi, Calcutta, Bombay and Madras. There are provisions also for strengthening libraries at the State headquarters and for increasing the number of libraries at the district and taluka levels. Besides these, educational institutions have libraries of their own. These will be improved and strengthened during the third Plan.

Cultural Programmes

Along with Hindi and Sanskrit, it is of the utmost importance to develop modern Indian languages. It is proposed to undertake the preparation of bilingual dictionaries, award prizes for translations, arrange for the preparation of encyclopaedias in the various regional languages, and of English-Indian language dictionaries, and publish old manuscripts and rare books as well as catalogues and bibliographies. The Plan also provides for the linguistic survey of India.

Reorganisation and development of museums will be undertaken on the lines recommended by the Expert Museum Survey Committee, 1955, and on the advice of the Central Advisory Board on Museums which has been established for this purpose. A project for the acquisition of art collections for the National Gallery of Modern Art is included in the Plan, and committees have been set up to advise the Government. The Salar Jung Museum at Hyderabad has been taken over by the Central Government and will be developed as a National Museum for the South India.

Among other programmes are the setting up of a National Theatre and also a large open-air theatre in Delhi.

National Integration

The success to economic planning in India will largely depend upon our capacity to hold together as a nation in the midst of diversity of language, region, caste and religion. Unity in a democracy must be based on the consciousness of a common cultural heritage and commonly accepted future goals and on a constant effort to realise them.

Educational institutions have a vital role to play in bringing about national integration and social cohesion among the younger generation. The school programme should be designed to awaken in the pupils an awareness of national oneness and for this purpose, includes community living based on co-operative self-help and democratic principles, the study of India's history and culture in the curriculum at various stages of education and suitable textbooks to inculcate moral and social values among students. The school programme has to be supplemented by other activities such as programmes for bringing students together on a common platform and enabling them to gain first-hand knowledge of the diversified culture of the country through educational tours, the development of modern Indian and classical languages and making their rich store-house of literature available to larger numbers in different parts of the country through translations and the revival and development of India's composite cultural heritage through fine arts, dance, drama, music and literature.

[4]

FOURTH FIVE YEAR PLAN*
(1969-70 to 1973-74)

From Chapter XVI
'Education and Manpower'

I

EDUCATION

A suitably oriented system of education can facilitate and promote social change and contribute to economic growth, not only by training skilled manpower for specific tasks of development but, what is perhaps even more important, by creating the requisite attitudes and climate. Facilities for universal elementary education are a pre-requisite for equality of opportunity.

The unfulfilled tasks are many. Much delay has already occurred in complying with the Constitutional Directive which enjoins on the State to "endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years". By 1968-69, only 62 per cent of the children in the age-group 6-14 were going to school. The percentage of the children in the age-group 6-11 was 77 and that of the 11-14 age-group 32. The corresponding percentages for girls were 59 and 19 respectively.

The rapid expansion in numbers has put a severe strain on the physical facilities and teaching personnel of educational institutions. At the primary level there is considerable wastage and stagnation. The proportion of failures at the secondary and university levels is high. The quality of post-graduate education and research and science education needs to be improved. Insufficient attention has been paid to vocational education. In technical education coordination between institutions and industry has not been effective.

*Published by the Planning Commission, Government of India, 1970.

Approach

Priority will be given to the expansion of elementary education and the emphasis will be on the provision of facilities for backward areas and communities and for girls. A survey of the deficiencies in respect of buildings and equipment of educational institutions will be made with a view to removing them according to a phased programme. Other programmes of importance will be: improvement of teacher education; expansion and improvement of science education; raising standards of post-graduate education and research; development of Indian languages and book production, especially textbooks, and the consolidation of technical education including reorganisation of polytechnic education and its closer linking with the needs of industry and its orientation towards self-employment. Increased efforts will be made to involve people in educational programmes and to mobilise public support. Youth services will be developed. It is proposed to effect economies by utilisation of existing facilities to the maximum possible extent, streamlining of the planning, implementing and evaluating machinery, increasing the use of educational technologies—part-time and correspondence courses, modern media of communication, optimum size of institutions—which promote expansion and development with minimum investment and without lowering standards; and undertaking new tasks only after careful preparation through pilot projects. Activities like improvement of curricula and textbooks, in-service education of teachers and research in methods of teaching, which do not require large funds but have a wide impact, will be encouraged. Educational programmes will be increasingly related to social and economic objectives. This will require, among other things, coordination with development programmes in other sectors and the drawing up of a perspective plan on the basis of manpower needs, social demand, and the likely availability of financial, material and human resources.

Pre-school Education : In the field of pre-school education, Government effort will be confined mainly to certain strategic areas such as training of teachers, evolving suitable teaching techniques, production of teaching materials and teachers' guides. In the Social Welfare sector, however, there is a small provision for the opening of balwadis in rural and urban areas.

Elementary Education : The targets of elementary education are set out in table 1.

TABLE 1
Expansion of Elementary Education

		(enrolment in million)							
Sl. No.	Stage (age group)	1960-61		1965-66		1968-69		1973-74	
		Enrolment	Percentage of agegroup	Enrolment	Percentage of agegroup	Enrolment	Percentage of agegroup	Enrolment	Percentage of agegroup
Primary (6-11) Classes I-V									
1. Total		34.99	62.4	50.47	76.7	55.49	77.3	68.58	85.3
2. Boys		23.59	82.6	32.18	96.3	34.92	95.2	41.25	99.6
3. Girls		11.40	41.4	18.29	56.5	20.57	58.5	27.33	70.1
Middle (11-14) Classes VI-VIII									
1. Total		6.70	22.5	10.53	30.9	12.27	32.3	13.10	41.3
2. Boys		5.07	33.2	7.68	44.2	8.76	45.4	12.19	54.3
3. Girls		1.63	11.3	2.85	17.0	3.51	18.8	5.91	27.7
Elementary (6-14) Classes I-VIII									
1. Total		41.69	48.7	61.00	61.0	67.76	61.7	86.68	69.8
2. Boys		25.66	65.2	39.86	78.5	43.68	78.0	53.44	83.7
3. Girls		13.03	30.9	21.14	43.0	24.08	44.7	33.24	55.1

In regard to the age-group 11-14, the problem is much more difficult as a large majority of the parents in rural areas withdraw their children from schools. The problem needs special attention in Bihar, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh.

Secondary Education: In the fourth Plan, it is expected to enrol 3.1 million additional pupils in classes IX-XI. The trend of expansion of facilities at the secondary stage is shown in table 2.

TABLE 2
Expansion of Secondary Education

Year	Enrolment (in millions)			Percentage of age-group (14-17)		
	Boys	Girls	Total	Boys	Girls	Total
1960-61	2.47	0.56	3.03	17.5	4.3	11.1
1965-66	4.08	1.20	5.28	25.6	7.9	17.0
1968-69	4.95	1.63	6.58	28.5	9.8	19.3
1973-74 (target)	7.00	2.69	9.69	34.3	13.7	24.2

A major task in the field of post-elementary education is to provide a large variety of vocational courses for children who do not intend to continue their general education beyond the elementary stage. These courses have to be of varying durations, depending upon the trades and vocations proposed to be learnt. The industrial training institutes will meet a part of this demand.

Girls' Education: Sustained efforts to extend education among girls have been made from the First Plan period. Girl students, as a percentage of their population in the relevant age-group, increased from 25 in 1950-51 to 59 in 1968-69 in classes I-V, 5 to 19 in classes VI-VIII and 2 to 10 in classes IX-XI. The gap between the enrolment of boys and girls is still considerable. During the Fourth Plan, the enrolment of girls will be further increased through the organisation of special programmes, the nature of which will vary from State to State.

Teacher Education: At the elementary stage, the number of teachers is estimated to have increased from about 1.09 million in 1960-61 to about 1.60 million in 1968-69. There has been correspondingly a steady expansion of teacher training facilities so

that the number of elementary trained teachers during the period increased from about 0.71 million to about 1.24 million, raising the percentage of trained teachers from 65 to 77... At present, the problem of untrained teachers is confined largely to the States and Union Territories in the eastern region. The programmes which need special attention are: improving the quality of teacher education, training of more women teachers and teachers from the tribal communities, training of mathematics and science teachers for the middle classes and in-service training. Wherever necessary, correspondence courses will be organised for untrained teachers now working in schools. The State Institutes of Education will cooperate in the implementation of these programmes.

At the secondary stage, the number of teachers in 1968-69 was estimated at 0.525 million of whom 0.381 million or 73% were trained. The training facilities available, at present, at this stage are considered adequate and can be easily expanded if the need arises... The main programmes during the fourth Plan will be to improve standards of teacher education at this level and to organise a large in-service education programme especially for mathematics and science teachers.

National Council of Educational Research and Training and State Institutes of Education: To work out the programmes of qualitative improvement at the school stage, greater coordination will be effected between the National Council of Educational Research and Training (NCERT) and the State Institutes of Education. Most of the States propose to bring under the State Institutes of Education the various institutions set up to guide the programmes of school improvement.

Higher Education: The additional enrolment in the fourth Plan is estimated to be about one million. Of this, 0.15 million students will be provided education through correspondence courses, evening colleges and part-time classes.

During the fourth Plan, the main emphasis will be on consolidation and improvement of higher education through the strengthening of staff and library and laboratory facilities.

Post-graduate courses occupy a key position in the university system. Facilities for post-graduate education and research will be increased and their quality improved... The Indian Council of Social Science Research has been established to promote research in social sciences.

The estimates of university enrolment are set out below:

Expansion of University Education

Sl. No.	Stage (age-group)	1960-61	1965-66	1968-69	1973-74
	University/Collegiate (age-group 17-23)				
1.	total enrolment * (million)	0.74	1.24	1.69	2.66
2.	percentage of age-group	1.5	2.3	2.9	3.8
3.	enrolment in science courses (million)	0.19	0.51	0.68	1.19
4.	enrolment in science courses as percentage of total enrolment	25.7	41.1	40.2	44.7

* Arts, science and commerce subject excluding intermediate students of the U.P. Board but including the pre-university classes run by the universities.

Scholarships and Fellowships : The present schemes of scholarships administered by the Central Government like the National Scholarships Scheme, the National Loan Scholarships Scheme, National Scholarships for the Children of School Teachers and Merit-Scholarships in Residential Schools will be stepped up. The University Grants Commission will also continue to provide fellowships for post-graduate education and research.

Science Education : Enrolment in science subjects which was about 26 per cent of the total enrolment at the university stage (including pre-university classes) in 1960-61, rose to about 40 per cent in 1968-69 and is estimated to rise further to 45 per cent in 1973-74. Science education will be expanded and improved at elementary, secondary and university stages... The administration and supervision of science programmes will be strengthened and informal activities encouraged through science clubs and science fairs.

Adult Literacy : Efforts will be made to spread literacy amongst adults through mobilisation of voluntary effort and local community resources. Pilot projects will be initiated in selected districts to begin with and the programme will be extended to other areas in the light of experience... The National Board of

Adult Education has been set up to advise Government on the development programmes and for enlisting the cooperation and interests of the agencies concerned. The further development of television and the experiments with satellite communications, which are to begin from 1972-73, may have significance for education, especially adult education.

Language Development and Book Production : The Official Languages (Amendment) Act, 1967 and the Government Resolution thereon, enjoin on the Government of India to prepare and implement a comprehensive programme for the spread and development of Hindi as well as the other modern Indian languages mentioned in the Constitution. The three-language formula will be progressively implemented. The Institute of Languages has been set up by the Central Government for Inter-linguistic research, training of translators and encouraging the production of appropriate literature. The State Governments will also set up four regional similar institutes at the State level. It is also proposed to set up four regional institutes for the training of teachers in modern Indian languages so as to enable the Hindi speaking States to introduce the teaching of modern Indian languages, other than Hindi, under the three-language formula. The work of the Scientific and Technical Terminology Commission will be continued. The schemes for the development of Sanskrit will be continued and their scope expanded.

Two important programmes are contemplated for book production : the production of books in modern Indian languages, with a view to their adoption as media of instruction at the university stage, and the indigenous production of books in English, with a view to reducing our dependence on imported books . . . At the school stage, intensive efforts will be made to improve the quality of textbooks, to produce ancillary teaching materials and to make proper arrangements for the distribution and sale of textbooks. Three modern printing presses will be set up to print school textbooks. A number of State Governments propose to set up autonomous book production corporations. As recommended by the National Integration Council, a National Board of School Textbooks has been set up to coordinate the programmes of book production at the Central and State levels. Emphasis will also be placed on the production of children's books to promote national integration and develop their interest in science.

Cultural Programmes : The existing programmes for the

development of the three national Akademis, the Archaeological Survey of India and the National and other museums will be stepped up. In addition, replicas and prints of museum and archaeological objects will be supplied to selected institutions to increase the awareness of our cultural heritage among students.

Youth Services : Youth services will be developed, both for students and non-students, to meet their needs in respect of personal development, idealistic yearnings and channelisation of energies- intellectual, emotional and physical. For students, the programmes will include improvement in curricula and methods of teaching and evaluation, provision of amenities such as hostels, reading seats and libraries including textbook libraries, strengthening of guidance, counselling and health services and increased provision for physical education, games and sports. Programmes of community or social service will be developed at the school stage as an integral part of the curriculum. At the university stage, the NCC will continue on an optional basis and, in addition, the National Service Corps Programme will be implemented on a selective basis, in the first instance, with a view to involving students in programmes of national or social service, including the conduct of literacy classes for adults. For non-students, the programme will include wider opportunities for further education and vocational or professional advancement through part-time or correspondence courses ; development of facilities for physical education, games and sports and cultural activities ; and provision of guidance and counselling... It is proposed to set up a National Youth Organisation to advise Government on the development of youth services.

Employment : Also programmes of vocational guidance and counselling will be stepped up by strengthening the University Employment Information and Guidance Bureaux and bringing them into closer contact with employing agencies. At the school stage, provision for vocational guidance will be stepped up, by the Employment Service in collaboration with the educational authorities.

Technical Education : Technical institutions have been planned for an annual admission capacity of 25,000 students at the degree level and 48,600 students at the diploma level. In view of the present unemployment among engineers, the actual admissions in 1968-69 were about 18,000 in degree and 27,000 in diploma courses. It is proposed to keep the enrolment targets

under review in the light of the assessed demand of engineering personnel in the fifth and subsequent Plans. The main emphasis in technical education, during the fourth Plan, will be on improving quality and standards.

Planning, Administration and Evaluation Machinery : To implement educational programmes effectively, the administrative machinery will be streamlined. The strength of the cadres, their recruitment and training policies and the incentives provided to them at various levels as well as the remedial measures required will be reviewed. The work-load of supervisors will be examined and the concept of supervision broadened to include professional guidance to teachers. Provision will be made for the training and re-training of administrative cadres. . . The task of detailed planning will be progressively shifted to the direct level and individual institutions will be encouraged to plan and implement their own programmes of development.

Outlays

Rs. 822.66 crores have been provided in addition to an average annual non-Plan expenditure of Rs. 550 crores. Of the Plan outlay, Rs. 551.66 crores (67 per cent) will be in the State sector, Rs. 32.40 crores (4.0 per cent) in the Centrally sponsored sector and Rs. 238.60 crores (29.0 per cent) in the Central Sector. According to the existing trends, about Rs. 150 crores are likely to be available from non-Government sources, which include fees, contributions by local bodies and endowments. In addition, education cess could be levied for elementary education and local resources mobilised for school buildings, school improvement, and mid-day meals.

II

MANPOWER

Ideally educational development at the higher level should be broadly related to the pattern of jobs and the estimates of demand in the economy for educated manpower. . . This is important both for the individual and the society. The individual is enabled to take decisions about future careers with the assurance that his training will be put to proper use and he would be productively employed. The gain to society flows from the fact that a timely view of educated manpower required to achieve the varied tasks

of economic development makes it possible to provide adequately, yet not excessively, for the scale and pattern of educational development which will best serve the purpose. There are uncertainties inherent in the task. Long term forecast of the growth of the economy has to be made and in order to provide guidance for educational planning it must be not only sufficiently detailed but fairly authoritative.

As new facts emerge and better methods of analysis are evolved, fresh estimates will need to be made.

The provision of educational facilities to meet the estimated manpower requirements of some of the important categories is discussed below.

Medical Personnel: By the end of the fourth Plan, the number of medical colleges is expected to increase to 103, with an admission capacity of 13,000.

The stock of doctors increased from an estimated 70,000 in 1960-61 to 86,000 in 1965-66 and to 102,000 in 1968-69. It is estimated that it will increase to 138,000 in 1973-74. The doctor-population ratio in 1968-69 was approximately 1 : 5200. It is expected that by the end of the fourth Plan a doctor-population ratio of 1 : 4300 will be reached and five years later of 1 : 3700.

Agricultural Personnel: There has been a rapid expansion of facilities for the training of agricultural and veterinary graduates to meet the requirements of trained manpower for agricultural development.

The stock of agricultural and veterinary graduates has increased from about 14,000 and 5000 in 1960-61 to 32,000 and 9300 respectively in 1965-66. On the basis of the present intake the stock of agricultural and veterinary graduates should increase to 65,000 and 15,500 respectively in 1973-74. It is expected that the requirements will be adequately met.

Engineering Personnel: During the third Plan there was a considerable expansion of facilities for engineering education both at the degree and diploma levels. The admission targets set originally in the Third Plan were 19,100 for the degree courses and 37,400 for diploma courses. The position was reviewed in 1962 after the Chinese aggression and the declaration of a state of emergency. It was decided to accelerate the extension of facilities for engineering education to meet the urgent additional requirements arising from the new developments. In the event,

the targets set for the end of the Third Plan were exceeded by 1963-64.

There was virtually no increase in sanctioned intake in the degree and diploma levels of engineering education after 1965, but admissions dropped in 1967-68 and much more steeply in 1968-69, 33 per cent below the level of previous year.

The stock of graduate engineers is estimated to have increased from 58,000 in 1960-61 to 134,000 in 1968-69, and of diploma holders from 75,000 in 1960-61 to 198,000 in 1968-69.

A decline and later the stagnation in the tempo of industrial development, the slowing down of the rate of investment the severe control on Government expenditure—these features of the years 1966-67 and 1967-68 restricted the opportunities for employment of engineers, while new output continued on the basis of admissions 3 to 5 years earlier. While long term solution was recognised to lie in the accelerated pace of economic development and in particular on rapid industrial advance, a number of short term measures were approved by Government to create employment opportunities for engineers, and seek a balance in supply and demand. As many institutions had expanded in a hurry, it was recommended that admissions be restricted to the number with which the institutions could adequately cope so that the standards could be maintained. The out-turn of graduates and diploma holders during the fourth Plan is, except to a marginal extent, pre-determined by the admissions which have already taken place. The existing facilities for engineering education should be sufficient to meet the fourth Plan requirements. No 'shortages' are expected.



Educational Administration and Finance

INTRODUCTION

This *Section* contains the recommendations of the *Committee on the Ways and Means of Financing Educational Development in India* (1948), the *Committee on the Relationship between State Governments and Local Bodies in the Administration of Primary Education* (1954), the *Education Commission* on Educational Administration and Finance and the *National Seminar on the Role, Function, Recruitment and Training of District Education Officers* (1970).

The Central Government, the State Governments, the local authorities and the voluntary organizations have been providing educational facilities in the country. The respective roles of these four agencies in dealing with educational administration and finance have arisen from historical circumstances. For instance, the decision of the British Government to transfer education to Indian control under the system of Dyarchy introduced in 1921 and of Provincial Autonomy introduced in 1937 led to the divorce of the Central Government from education, which was so conspicuous a feature between 1921 and 1947. The promulgation of the Indian Constitution and the development of the three Plans have considerably modified the position. The local authorities in British India were just placed in charge of primary education and later on were allowed to develop other educational programmes, as a historical result of the same political need of transferring some power to Indian people. The private educational enterprise played a significant part especially in post-primary education, where direct governmental enterprise was limited. In princely States, however, neither local authorities were associated nor private enterprise was

encouraged in the field of education. After the independence the roles of various agencies have significantly changed. With the growing educational needs of a modernizing society it has not been possible to show any over-dependence on private enterprise though assistance from the private sector, wherever available, is always welcomed. Now the school education has become predominantly a local-State partnership, and higher education a Centre-State partnership. It is this delicate balance between centralization and decentralization that has to be evolved for the successful administration and financing of the nation's education.

The nature of educational administration has been undergoing a radical change since independence. The unprecedented quantitative expansion of education at all levels has brought the educational administration face to face with local community, posing new challenges. The new dimension in educational planning and the innovation in educational technology and methodology call for a new perspective on the part of the District Education Officer. The *National Seminar on the Role, Function, Recruitment and Training of District Education Officers* emphasizes his new role as educator and supervisor, as professional leader and innovator, as planner and bridge-builder between the school and the community. It recommends ways to equip him adequately for the proper discharge of his new responsibilities.

REPORT OF THE COMMITTEE ON THE 'WAYS AND MEANS OF FINANCING EDUCATIONAL DEVELOPMENT IN INDIA*

Genesis : The outline of Educational Development of the country was laid down in the report of the Central Advisory Board of Education known as *Post-War Educational Development in India* published in January 1944. The practical experiences gained since then indicated that the recommendations made in this report required to be modified in certain material respect. In the Fourteenth Meeting of the Central Advisory Board of Education and at the All India Education Conference held in January, 1948, it was generally agreed that the period of 40 years laid down in the report for introducing an eight years course must be curtailed and, if necessary for the purpose, the stage up to which compulsion should be enforced would also be reduced. It was, however, agreed that the period of compulsion would in no case be less than 5 years. For this purpose, it was decided to appoint a Committee. The Committee held its first meeting in May 1948.

Chairman : Shri B.G. Kher, Prime Minister, Bombay.

Members : Dr. B. P. Adarkar ; Dr. Tara Chand ; Acharya Narendra Dev ; Prof. Humayun Kabir ; Shri R. P. Masani ; Shri V.N. Rao ; Shri N.R. Sarkar ; Prof. K.T. Shah ; Dr. Bina Chatterjee (acted as Secretary to the Committee).

Terms of Reference : To examine the existing financial resources and the programme for educational development for all provinces and states and to make suggestions to ensure that educational development may not be held for want of funds.

Certain Assumptions made by the Committee :

Basic Education : It was hoped that compulsion for the 6-11 age group would be introduced throughout the country within a period of 10 years by 2 five-year plans.

*Published by the Ministry of Education, Government of India, 1950.

Secondary Education : The estimates were based on the assumption that 20% of the pre-Secondary children would go in for High School education. Here also only the minimum for trained teachers could be indicated. Trained graduates should be paid in the scale of Rs. 80-220 with a selection grade of Rs. 150-300.

University Education : It was assumed that one in ten of the High School pupils would go to the University and the cost per capita would be Rs. 400 per annum.

Social Education : It was intended that the whole population between 15-30 should be given Social Education in two periods of eight years each.

Major Recommendations

1. The State must undertake the responsibility of providing at least Junior Basic Education for every body.
2. The Provinces should aim at introducing universal compulsory education for the children of 6-11 age-group within a period of ten years.
3. The basic minimum salary of trained Basic School teachers should be Rs. 40 per mensem, and should on no account be reduced.
4. Though the ideal teacher-pupil ratio for the Primary Stage is 1 : 30, for the sake of economy as well as to meet the shortage of teachers, the ratio of 1 : 40 may be maintained for the first 5 years.
5. In urban areas, where conditions justify, the same school buildings should be used for two shifts, provided different teachers are employed in each shift.
6. Some increase in the fees be made in the post-compulsory stage of education, provided a substantial number of free places are available to meritorious students in straitened circumstances.
7. The Government may enact suitable legislation for ensuring that an adequate percentage of the income of all charitable trusts is allocated for expenditure on education.
8. Students after passing their Matriculation or equivalent examination, should be required to serve as teachers for Adult education for a period of at least six months.
9. Voluntary efforts should be encouraged for meeting the capital and recurring cost of education, and voluntary organisations should be induced to run educational institutions.

10. A fixed percentage of Central and Provincial Revenues—about 10% of the Central and 20% of the Provincial—should be earmarked for education by the respective Governments.

11. About 70% of the expenditure on education should be borne by the Local Bodies and Provinces and the remaining 30% by the Centre.

12. All contributions for education approved by the Provincial or Central Government should be exempted from income-tax.

**COMMITTEE ON THE RELATIONSHIP BETWEEN STATE GOVERNMENTS
AND LOCAL BODIES IN THE ADMINISTRATION OF PRIMARY
EDUCATION REPORT***

Genesis : In the report of the Central Advisory Board of Education on Post-War educational development in India (Sargent Committee Report) it had been stated that the State Governments should forthwith resume all educational powers and that in order to retain local interests, school boards for smaller areas might be set up, where some people with the requisite knowledge, enthusiasm, integrity and standing were available. At the 18th meeting of the Central Board of Education held in 1951, the Government of Bihar raised the question of the relationship between the State Governments and the Local Bodies in respect of the administration of elementary education, as it was found that in practice even the partial withdrawal of the powers from the District Boards had led to considerable opposition from Local Bodies. The Government of Bihar, therefore, suggested that a committee of the Central Advisory Board might be appointed to examine the question thoroughly. In pursuance of this suggestion, the Minister for Education appointed a committee. The Committee held its first meeting on 23rd October 1951.

Chairman : Shri B. G. Kher, Chief Minister, Bombay.

Members : Shri A. G. Kher; Shri J.C. Mathur; Dr. D M. Sen; Dr. K.C. Khanna; Dr. V.S. Jha; Dr. I. R. Khan; Shri D.S. Reddy; Shri Chunilal ; Shri D. Barfiwala ; Shri Syed Nurullah; Shri K.G. Saiyidain.

Terms of Reference : To examine, in detail, the present set-up of local administration of education in the different States, the experiments carried out in some of the States in the assumption of more powers by the State governments, the requirements of different State governments in this regard and to recommend a more or less uniform pattern which may, with a few variations, be adopted in all the States of India.

*Published by the Ministry of Education, Government of India 1954.

Major Recommendations

1. *Association of Local Bodies with the Administration of Primary Education*

It would be an advantage to associate local bodies with the administration of primary education in some form or other.

2. *Creation of Educational Bodies*

(a) In all village panchayats and smaller municipalities which have been given only a limited control over primary education, the local body should be required to elect a school committee and to delegate to it the task of supervising the local school or schools.

(b) In district local boards and in bigger municipalities which exercise wider powers over primary education, a school board be constituted and charged with the responsibility of looking after its educational powers as well as an administrative officer having adequate authority to carry on the day-to-day administration of its primary schools.

(c) The State Governments should adopt the independent system of associating educational bodies with the corresponding local authorities generally.

(d) The appointment of administrative officers should be obligatory under the statute in the case of all district school boards and the larger municipalities. They should be servants of the State Government.

3. *Division of Authority on a Functional Basis*

(a) Inspection should be regarded as a duty of the Government and should be carried out by government officers. All inspecting officers should be directly under the government and the local bodies should have no control over them.

(b) State Governments should be solely responsible for maintaining or aiding the requisite number of training institutions for primary teachers.

(c) The authority to define curricula or courses of study at the primary level should continue to vest in the State Governments. But the local bodies should also be authorised, with the previous approval of the Director of Education, to introduce such variation in the prescribed curricula as they may deem necessary in view of local conditions.

(d) In every major municipality authorised to administer primary school within its area and in every district school board, the authority to recruit and control the teaching staff should vest in the Staff Selection Committee, the Administrative Officer, and the Appellate Tribunal constituted on lines similar to those adopted in Bombay.

(e) The service conditions of primary teachers should be determined by the local bodies concerned with the sanction of State Governments and as far as possible these should be uniform throughout the State.

(f) The primary teachers should continue to be treated as servants of local bodies as at present.

(g) Regarding textbooks, it is suggested that State Governments should prescribe, on the advice of official and non-official experts in the subject, the books to be used in primary schools; and where more than one book happens to be prescribed in a subject, the local body should have the freedom to choose any one of the prescribed books for use in schools under its control.

4. *Division of Authority on the Basis of the Local Body Associated*

(a) *City Corporations* : The general policy should be to devolve as large an authority upon city corporations as possible.

(b) *Authorised Municipalities* : The larger municipalities may be designated as "authorised municipalities." They will differ from corporations in three ways. Firstly, the government will actually conduct inspections instead of merely reserving the right to do so. Secondly, the general control of the Government will be a little more detailed and thirdly, the administrative officers should preferably remain the servants of State Governments.

(c) *Non-authorised municipalities* : The small municipalities which cannot be permitted to administer primary education in their areas will have to be treated at a still lower level.

(d) *Villages* : The powers and duties of village school committees should be divided into two groups : the first group will include all those powers which a village school committee will have as soon as it is formed, and the second group will include all those powers which can be conferred on it by the District School Board, in view of its efficiency.

(e) *District School Boards* : The powers and duties of these bodies should be similar to those of the municipal school boards with two main differences : firstly the administrative officers of district school boards should necessarily be government servants and secondly, there would be a greater indirect control by the government through its financial sanctions that will be more frequently required here than in the case of municipal school boards.

5. Finance

(a) The Union Government should assign specific grants for universal and compulsory primary education in the States.

(b) A sum not less than sixty per cent of the total educational expenditure of the State should be spent on primary education.

(c) State grants to local bodies on account of primary education should be based on a combination of the proportional grant (used to secure a broad equalisation as well as to provide for rapid expansion), a special grant for backward or necessitous areas, and specific purpose grants.

(d) Grants for all primary education—whether voluntary or compulsory—should be statutory.

(e) The Municipal Acts should be amended so as to make the levy of all education cess obligatory on all municipalities. Where this is not possible, it would be in the interest of education to make it obligatory on municipalities to earmark a specified proportion of their total revenue for primary education. All funds thus earmarked for primary education should be entitled to receive grants-in-aid according to rules.

(f) In village panchayats a portion of the total revenue should be earmarked for primary education.

6. Approved Schools

(a) Local bodies associated with the administration of primary education should ordinarily be in charge of all primary schools in their area, whether maintained under their direct control or managed by private agencies.

(b) The authority to control and guide the private primary schools in their areas should generally vest in the local bodies themselves.

(c) The State Government should retain a few powers to themselves with a view to seeing that no hardships are caused to private enterprise.

(d) Authority to make rules, regulations and by-laws regarding private schools should vest concurrently in the State Governments, local bodies and the managements;

(e) Regarding grant or withdrawal of recognition to a private school, it is suggested :

- (1) that the inspecting officers of the Department should be required to carry out in the first instance, an investigation into every proposal for the grant or withdrawal of recognition to a private primary school ;
- (2) that the school board concerned should consider the report of such investigation and then decide whether recognition should or should not be granted, or should be withdrawn ; and
- (3) that any party aggrieved by the order of the School Board should have the right to prefer an appeal to the Director of Education or to any other Specified Officer.

(f) The authority to grant recognition should also be the authority to sanction grant-in-aid.

FROM THE REPORT OF THE EDUCATION COMMISSION, 1964-66
ON EDUCATIONAL ADMINISTRATION AND FINANCE

Major Recommendations

CHAPTER XVIII. EDUCATIONAL PLANNING &
ADMINISTRATION

Planning : (1) There has been an over-emphasis on achievement of targets in enrolments and expenditure and there is, therefore, a need to take a more comprehensive view and evolve a broader pattern of goals, especially those relating to qualitative improvement.

(2) The general policy so far has been to do something in every sector of every programme with the result that the meagre resources available have been spread thinly over a very large area leading to considerable wastage. It has now become important to concentrate on a few crucial programmes.

(3) In the existing situation where finances are limited, programmes which call for a determined effort, organisation, talent and hard work rather than large financial investment, need greater emphasis.

(4) The Ministry of Education, in collaboration with the Asian Institute of Educational Planning, should undertake studies of educational planning in the different States and conduct intensive courses for training the personnel involved in the planning process at different levels.

(5) School Education is predominantly a local-State partnership and higher education is a Centre-State partnership. It is this basic principle that should guide the evolution of the delicate balance between centralization and decentralization which our planning needs. (18.02-08)

The Role of Private Enterprise : The State has now rightly assumed full responsibility to provide all the needed educational facilities and private enterprise can, therefore, have only a limited

and minor role. The State should make all possible use of the assistance that can come from the private sector. (18.09-11)

The role of local authorities : The normal practice should be that a local authority gets the right to administer education as a privilege subject to two conditions—good administration and promoting the cause of education—and that this privilege would be withdrawn if any of these conditions is violated. As an ultimate objective, it is essential that schools and their local communities should be intimately associated in the educational process. The immediate goal in this respect is to associate the local communities, namely, village panchayats in rural areas and the municipalities in urban areas, with their local schools. The ultimate goal to be reached is the establishment at the district level, of a competent local education authority. (18.12-17).

The role of the Central Government : (1) Besides institutions in the scientific and technical sector, it is also necessary for the Centre to establish institutions specialising in social sciences including pedagogical sciences and the humanities. These should be established in close association with the universities and be an integral part of the university system.

(2) The Centre can also develop education in the Union Territories, particularly in Delhi, to serve as a pace-setter for the other areas.

(3) The Centre should scout for talent in different fields and make the services of the best possible in the country available to the State Governments for advice and assistance in all matters.

(4) Considerable importance should be attached to the expansion of the Central and the Centrally-sponsored sector. It is through this mechanism that the Centre will be able to stimulate and guide educational developments in the national interest in crucial sectors.

(5) Education should not be fragmented keeping one part in the concurrent and the other in the State list. In a vast country like ours the position given to education in the Constitution is probably the best because it provides for a Central leadership of a stimulating but non-coercive character. The greatest need is for elasticity and freedom to experiment. (18.25-30)

Ministry of Education : The present practice of giving the post of Secretary to the Government of India to an eminent educationist, who is designated as Educational Adviser to the Government of India and Secretary to the Ministry of Education

should continue. About half the posts of additional or joint secretaries should be filled by promotion from officers seconded from the State Education Departments and the remaining half should be filled from eminent educationists and outstanding teachers in universities and schools. (18.31-33)

National Council of Educational Research & Training : The NCERT should be developed as the principal technical agency functioning at the national level for the improvement of school education and operating through and in collaboration with the National Board of School Education, State Departments of Education and their Technical agencies like the State Institutes of Education. (18-36)

Educational Administration at the State level : It is desirable to create, at the State level, some machinery to coordinate educational programmes which are spread over a number of departments and take a unified view for purposes of planning and development.

(2) A statutory Council of Education should be created at the State level with the State Minister for Education as the Chairman. Its members should include representatives of universities in the State, all Directors in charge of different sectors of education and some eminent educationists. Its principal functions would be to advise the State Governments on all matters relating to school education, to review educational developments in the State and to conduct evaluation of programmes from time to time through suitable agencies.

(3) The Education Secretary also like the Educational Adviser to the Government of India, should be an educationist rather than an administrative officer. (18.37-40)

Indian Educational Service : The Indian Educational Service should be a service agency to teaching and research and should consist of persons who have teaching experience with the possibility of the educational administrator returning to teaching and the teacher going over to administration at least on a tenure assignment. (18.44-46)

State Educational Service : There should be an adequate number of posts at higher levels, namely, in Class I and Class II. (18.50)

National Staff College for Educational Administrators : The Ministry of Education should establish a National Staff College for Educational Administrators. It should provide inservice

education for all the senior officers in the educational services – IES and State Educational Services. (18.53)

Procedures : There should be a change in the attitudes of administrators who should cultivate an openness of mind and a spirit of enquiry rather than a rule-of-the-thumb approach which tries to stick to established practices even when they cease to be meaningful. The practice of holding periodical reviews, say, every three or five years, of important administrative practices with a view to chopping off dead wood and putting in fresh grafts where necessary should be established.

Inter-State contacts should be built up and comparative studies in different State-practices in all administrative matters should be encouraged. (18.55-56)

Education Acts : (1) Education should be given a statutory basis everywhere and in all sectors and Education Acts should be passed in all the States and Union Territories. These should be comprehensive and consolidated measures which will replace all the miscellaneous laws which now exist and which will also provide statutory basis for certain important aspects of administration (e.g. grant-in-aid code) which now exists merely in the form of executive orders.

(2) The Government of India should issue a statement on the national policy on education which should provide guidance to the State Governments and the local authorities in preparing and implementing educational plans in their areas.

(3) The possibility of passing a National Education Act may also be examined. (18.57-58)

CHAPTER XIX. EDUCATIONAL FINANCE

Total Expenditure on Education : If education is to develop adequately, educational expenditure in the next 20 years should rise from Rs. 12 per capita in 1965-66 to Rs. 54 in 1985-86 (at constant prices). This implies that the educational expenditure, which increased from Rs. 1,144 millions in 1950-51 to Rs. 6,000 millions in 1965-66 will further rise to Rs. 40,364 millions in 1985-86 and that the proportion of GNP allocated to education will rise from 2.9 per cent in 1965-66 to 6.0 per cent in 1985-86. (19.21-24)

Allocation of Funds : While the broad pattern of educational expenditure in the different sectors of education during the

next two or three decades will be to devote two-thirds of the available resources to school education and one-third to higher education, the relative emphasis on programmes should change from decade to decade as follows :

(1) From 1965 to 1975, the relative emphasis should be on a larger expenditure at the school stage. This will be necessary in order (i) to upgrade the salaries of school teachers ; (ii) to transfer the PUC and the Intermediate classes from the university to the school stage ; (iii) to provide at least five years of effective education to all children ; and (iv) to vocationalize secondary education.

(2) The programmes to be emphasized during the decade 1975 to 1985 will include the provision of seven years of effective primary education, the addition of one year to the school stage and vocationalisation of the school stage and vocationalisation of secondary education. During this decade, emphasis should begin to shift in favour of higher education.

(3) After 1985, there will be increased emphasis on the development of higher education and research. (19.25)

Sources of Education Finance : Although most of the responsibility for the support of education will be placed on governmental funds, a total centralisation of all financial responsibility for education in the Government will not be desirable. Attempt should therefore be made to raise contributions from local communities, voluntary organisations and the local authorities for this purpose. In order to provide financial support to District School Boards, the Zila Parishads should raise funds for education by levying cess on land revenue. The system of grant-in-aid from the State Government to Zila Parishads should be reformed. (19.14-20)

Grants-in-aid to Municipalities. It should be made obligatory for the Municipalities to bear a certain proportion of the cost of education. For this purpose, they should levy a cess on lands and buildings. For the purpose of Government grant the Municipalities should be classified into groups on the basis of their wealth and the poorer Municipalities should be given grant-in-aid at a higher rate than others.

The Role of the Centre : The Central Government should assume a larger financial responsibility for education by expanding the Central and Centrally sponsored sectors.

REPORT OF THE NATIONAL SEMINAR ON THE ROLE, FUNCTION, RECRUITMENT AND TRAINING OF DISTRICT EDUCATION OFFICERS*

<i>When and where held</i>	: 11th to 13th February, 1970 at New Delhi.
<i>Inaugural Address</i>	: Professor M.V. Mathur, Director, Asian Institute of Educational Planning and Administration.

Genesis : The Asian Institute of Educational Planning and Administration had been organising a series of State Seminars on Educational Planning and Administration in collaboration with the State Governments. These Seminars were attended by all District Education Officers and other senior officers of the Department of Education. As a result of these Seminars and in view of the important role played by the District Education Officer it was realized that the system of his recruitment and training be reviewed and suitably modernized in order to equip him for the emerging tasks of development.

Extracts from the Inaugural Address :

The nature of educational administration in our country has been undergoing a radical change since independence. Education is no longer the privilege of the few ; it is now recognised as the right of all. The unprecedented quantitative expansion of education at all levels, particularly in the rural areas, has brought the educational administration face to face with the local community, posing new challenges and providing unlimited opportunities for public service. The acceptance of the principle of democratic decentralisation in educational administration and the ushering in

* Published by Asian Institute of Educational Planning and Administration, New Delhi, 1970 under the title 'The Role, Function, Recruitment and Training of District Education Officers.

of the Panchayati Raj in some of the major States has resulted in multiplicity of para-academic and non-academic functions to the traditional regulatory functions of the District Education Officer. The management of non-government institutions has also cast many a new statutory responsibility, some even quasi-judicial on educational administration. The concept of planning has added not only a new dimension in educational planning but also altered its very character. The internal dynamics of teaching-learning situation is also undergoing a change. The innovation in educational technology and methodology call new perspective on the part of teachers, headmasters, inspectors and supervisors.

But the outlook and approach to planning and attitude towards administration, unfortunately, have not much changed. The old traditions of administration oriented to maintenance and routine personnel administration are still in vogue, and the procedures, both administrative and financial, still continue to be cumbersome and time-consuming.

It needs to be appreciated that education is the single largest organised activity of our society, and we have under the fold of UNESCO, the largest educational system in the world, with more than 7 crores of children and over 25 lakhs of teachers. And, let us not forget, that this system is still growing—growing in its size and developing in its functions. It is, therefore, of paramount importance that due attention should be given to the proper recruitment and training of the managers of the massive educational enterprise.

Major Recommendations

1. Besides the traditional role which the District Education Officer is required to perform as administrator and inspector, it is necessary to emphasize his new role as educator and supervisor, as professional leader and innovator, as developmental generalist and planner and as extension agent and bridge-builder between the school and the community.

2. In order to equip the District Education Officer adequately for the proper discharge of the functions and responsibilities cast on him, it is necessary that :

- (i) The work-load of the District Education Officer should be rationalised according to reasonable norms ;

- (ii) Adequate administrative and ministerial staff should be provided so as to enable him to concentrate more on developmental aspects of administration as distinct from routine maintenance administration ;
- (iii) In order to enable him to perform his supervisory functions effectively, he should be assisted by a team of **Subject Specialist** ;
- (iv) Administrative and financial powers should be suitably delegated to the DEO and officers under him to enable him to **function more effectively** ;
- (v) The District Education Officer should enjoy the status commensurate with the new role and it should not be less than that of the senior officers of comparable jurisdiction.

3. A judicious blend of promotion and direct recruitment of first-rate young talent should be the basic policy in regard to the recruitment of District Education Officers. The proportion of direct recruits to promotees should be 50 : 50.

4. In case of direct recruitment through competitive examination, candidates must possess a good post-graduate degree. The possession of B.Ed. degree, however, need not be insisted upon as a pre-requisite.

5. With a view to preparing the District Education Officers to discharge the important managerial and educational functions devolving upon them, there is urgent need of developing a comprehensive programme of pre-service, pre-promotion and in-service training for them.

6. For persons who are promoted to the cadre of District Education Officers from lower levels, there should be a short orientation course to enable them to cover the gap between their previous post and the one to which they are promoted.

7. For District Education Officers who are recruited to the cadre through lateral entry, there should be a programme of three to four months training with a view to acquainting them with Departmental rules and regulations.

8. For direct recruits to the cadre from fresh post-graduates, it is desirable that they are put through the regular B. Ed. training programme.

9. It is also extremely desirable that the direct recruits acquire some teaching experience before they are called upon to

perform inspectorial and supervisory functions. An experience of about 5 years in different teaching and supervisory posts should adequately equip them for an independent charge as District Education Officers.

10. The importance of continuous in service training programmes for District Education Officers cannot be over emphasized. Such courses can best be organized by an institution like the National Staff College.

Y

Education for International Understanding

INTRODUCTION

This *Section* contains the reports of the two national seminars on education for international understanding. The seminars grew out of the Unesco's special project known as the Associated Schools Project for Education in International Understanding and Cooperation which was launched by Unesco in 1952 in a number of countries. India joined the programme in 1953. The project aims at stimulating experiments in education for international understanding in a systematic manner in selected schools and teacher training colleges in member states. On the recommendation of the National Commission, or Ministry or Department of Education, one or more schools in a country are designated as participants in Unesco's Associated Schools Project. Each School plans a project which, for that school, constitutes an interesting variation from the usual programme.

There are now over 800 schools and teacher training colleges in 61 countries participating in this programme. In 1953 when India joined the programme it started with six institutions which later increased to 22. These schools worked on three main themes : (a) Teaching about the United Nations and its Specialized Agencies, (b) Teaching about the Human Rights and Fundamental Freedoms, and (c) Teaching about Other Countries.

To bring in more schools and more training institutions to participate in the project, the Indian National Commission for Cooperation with Unesco launched in December 1962 an expanded programme of education for international understanding.

REPORT OF THE FIRST NATIONAL SEMINAR ON EDUCATION FOR INTERNATIONAL UNDERSTANDING*

When and where held : 14th to 19th December, 1964,
at New Delhi.

Assisted by : Mr. D. V. Irvine, Chief of the Section
of Education for International Under-
standing, Unesco.

Inaugural Address : Shri Prem Kirpal, Education Secretary
and Secretary General of the Indian
National Commission for Cooperation
with Unesco.

About the Seminar :

The National Seminar on Education for International Understanding was for the first time organised to review progress and to promote the development of the extended programme launched in 1962. It was attended by 69 participants and observers who came from State Directorates of Education, educational institutions and organizations in the country and representatives from the UN, FAO and WHO offices in New Delhi. The Seminar was assisted by the Unesco expert Mr. D.V. Irvine, Chief of the Section of Education for International Understanding, Unesco.

Four Working Groups were formed to consider in detail the various aspects of the programme. The Groups were : 1. Working Group on Teaching about the United Nations and Human Rights ; 2. Working Group on Other Cultures ; 3. Working Group on International Cooperation Year (1965), 20th Anniversary of Unesco (1966) and commemoration of great personalities and events in the Unesco Calendar for 1965-1966 ; and 4. Working Group on the development of the programme at the school, State and national levels and the role of teacher training colleges, universities and non-governmental organizations.

*Published by the Indian National Commission for UNESCO, 1965, under the title 'Report of the National Seminar on International Understanding'.

Extracts from the Inaugural Address

In this decade—perhaps a more significant decade for humanity than any in human history before—I think two or three things have happened which have still to disclose their importance in the years to come. In the first place, we have entered the space age... This shrinkage has come to us in the shrinkage of the earth in a dramatic form; it has come to us as the tremendous revolution in science and technology, the results of which are still to unfold themselves. But one thing is certain—that this means that man, as part of mankind, as a maker of mankind and as a creature of mankind, has arrived. He can make this earth or he can mar it.

Thus, what has happened in the last decade during which this project has been in operation is that the need for peace and for international understanding has become greater than ever. This has become now the quest of mankind and is pursued by the whole world through various organs at the international level, through various national bodies of opinion and thought. It is expressed through two great concepts of our times, *the concept of development*—the development of humanity, its economic and social development and bringing people to the higher levels of social and educational standards, the task which the United Nations, and the developing countries are pursuing, and along with it *the concept of international cooperation*, of people working together to bring about the development.

So, these three things—the coming of the space age the urgency of developing peace and understanding through development and the new role of education—these have come upon us in the last eleven years during which this project has been developed by Unesco and the participating member states. This leads us to the conclusion—and this is what I wish to emphasise—that education for international understanding has now come to a central place in the whole educational programme.

What is international understanding and how do we pursue it through education? I think there are two or three levels which we have to achieve, and this brings me to the objective of international understanding. Firstly, the objective of international understanding is peacefully living together or peaceful co-existence... Now this first phase is the beginning. The second phase of international understanding would be something more

positive, more active. It is the building up of understanding through knowledge and mutual appreciation... The first stage is of uneasy acquaintanceship; the second stage is more positive—of friendship, of meeting together, of understanding and above all appreciating. The third stage—and this is very important—is of creatively striving together. That brings me to the idea of the oneness of mankind, and the one overall objective that we must pursue is the objective of the oneness of mankind... This kind of education for international understanding lies at the heart of the educational process. Briefly, we have to act at three levels. The first level is in the school, elementary and secondary; the second in the university; and the third level in out-of-school programmes, in adult education.

I think we in India have to place very great emphasis upon the understanding of the civilization and cultural values of two parts of the world which we have neglected in the past—the great continent of Africa and the world of Latin America.

I think we could have a very good and effective programme of international understanding through the study of great personalities of the world. For ourselves, we have to give to the world some of our own personalities and I suggest that the two personalities of our own times on which we should place very great emphasis in studying them, in projecting them not only to our own people but to the world outside, are Mahatma Gandhi and Jawaharlal Nehru.

Extracts from the speech of Mr. D.V. Irvine*

Our purpose in proposing the Associated Schools Project was to try to achieve a more direct impact on education for international understanding. Over a period of years, teachers and educators working in collaboration with Unesco had developed an emphatic stock of new ideas and suggestions on education in this field... The time had come to find out whether these things would work in actual practice. The method of doing this which seems most appropriate for an international organisation such as Unesco was to try to set up an international network of pilot projects in the schools of different countries and this was how the Associated Schools Project came into being.

*Chief of the Section of Education for International Understanding, UNESCO.

The substantive aims of the project were to increase knowledge of world affairs, to develop an understanding of the need for international cooperation in dealing with world problems, to promote an appreciation of other cultures and ways of life and to develop an understanding of the principles of human rights. The object was in fact to aid in developing the kind of education which in the words of Unesco's Constitution would help to construct the defences of peace in the minds of men.

The principle that education should contribute to peace has thus entered international standards and legislation. In response, as I have indicated, there is a broad movement to orient education to the purposes of peace, for we must think in long terms.. What is encouraging is that efforts to develop education for peace are going forward on so wide a front and are producing such good results. India stands in the forefront of these efforts. The national project with which we are concerned here is, so far as I know, unique in its scope and effectiveness.

Major Recommendations

The Seminar came to the conclusion that the programme of education for international understanding should be made an integral part of the educational system at the higher secondary stage and that the programme on a pilot project basis should be extended to cover the elementary stage of school education

REPORT OF THE SECOND NATIONAL SEMINAR ON EDUCATION FOR INTERNATIONAL UNDERSTANDING*

When and where held : 22nd to 27th November, 1966,
at New Delhi.

Director of the Seminar : Mr. Terence Lawson.

Inaugural Address : Dr. T.S. Soundram Ramchandran,
Deputy Education Minister.

About the Seminar :

With Unesco's financial assistance, the Indian National Commission organised the second National Seminar on 'Education for International Understanding'. The main purpose of the Seminar was to consider establishment of suitable machinery for proper implementation of the programme at the Union, State and Institutional level, further extension of the programme to Primary institutions and provision of resources and production of materials, especially in the regional languages. The Seminar was attended by 69 delegates and observers who came from State Directorates of Education, participating institutions and non-governmental organisations.

Four Working Groups were formed to consider in detail the various aspects of the programme. The Groups were : (1) Working Group on the difficulties which have arisen and the machinery for rectifying these difficulties ;

(2) Working Group on further extension of the programme ;

(3) Working Group on strengthening of relations with other institutions and making provision of basic materials, especially in the regional languages ; and

(4) Working Group on the contribution of Radio and Television (School Broadcasts) to the project.

Extracts from the Inaugural Address :

You must have heard about the famous preamble to Unesco's constitution which says that 'since wars begin in the minds of

*Published by the Indian National Commission for UNESCO, 1967.

men it is in the minds of men that the defences of peace must be constructed.' Therefore, the great aim of Unesco is to prepare the minds of men and women for peace through education, science and culture. As part of its campaign to build up the defences of the peace in the minds of men and women, Unesco launched in 1953 its famous project for Education in International Understanding and Cooperation. We also realise that all development must be based on education in developing countries. Education for international understanding lies at the very heart of the educational process.

I am glad to say that we have paid good attention to the education for international understanding in India as compared to even other advanced countries. I am sure 430 schools involved in this project in our country are succeeding in inculcating in the pupils an interest in and appreciation of the life and culture of other countries as well as understanding of the significance of the United Nations and its Specialised Agencies, particularly in promoting world peace and international cooperation.

The project cannot succeed unless there is necessary zeal and enthusiasm among the teachers. The teachers have to be convinced that in this dynamic world which the onward march of Science and Technology is changing out of all recognition, international understanding is not only necessary for our town security, but is also most vital for a liberal system of education. The peoples of the world now depend for their existence, as never before, on mutual understanding and cooperation... We cannot live in a vacuum. An economic depression in one country speedily crosses its border and affects other countries. Scientific and technological advances made in one part of the world immediately change the destinies of countries in other parts of the world. I feel that we could promote the project for international understanding among the youth by encouraging pen-friendship exchange of materials of all kinds and by facilitating voluntary aid campaigns at various levels. We should help and encourage young people to cross barriers, mental as well as physical, to make friends with people of other countries and races, and to act as ambassadors of international cooperation. They will definitely have to live and function as members of a national as well as an international society.

Other Facets of Education

INTRODUCTION

It has been our endeavour to cover as many facets of education as possible within the space available. This being the last *Section*, a wide range of subjects have been brought together—from audio-visual aids to examination reforms and from school buildings to population education. To provide a separate space and treatment for each different subject was beyond question.

The first document, in a chronological order, is the *Report of the Public Services Committee* (1956). It has some historic import as it was the first to recommend that degree qualifications should be abolished for clerical services and some junior officers. The second document is the *Report on the Problem of Student Indiscipline in Indian Universities* (1960). Much has been written on student unrest in the last two decades. The *Education Commission* (1964-66) made two major recommendations: the improvement of the educational process and the generation of a spirit of comradeship between the teachers and students based on mutual affection and esteem. *The Medium of Instruction: Report* (1961) is a study of the question as how to bring about an orderly change of medium of instruction from English to an Indian language. *Planning Higher Secondary School Buildings* (1961) attempts to lay down norms and standards to guide the designs of Higher Secondary School buildings on functional and economic lines.

The University Grants Commission had once said, "If we are to suggest any single reform in university education it should be that of examinations". One of its earliest efforts in this direction was the *Report on Examination Reforms* (1962). It suggested

various improvements in the method of examination. A recent report—*Report of the Committee on Examinations* (1971)—has come from the Central Advisory Board of Education. It examines the present situation and makes recommendations to counteract malpractices and to give protection to those concerned with examinations. *All India Conference on Educational and Vocational Guidance* held in 1968 made several recommendations in its report for the development and promotion of guidance service in the different parts of the country. *Audio-Visual Aids in Higher Education* (1969) is a report which considered how best radio, films, television and other audio-visual aids could be used in the field of Higher Education.

The National Seminar on Population Education (1969) broke new ground in tackling a relatively new area. Since the growth of population is a major challenge that the country is facing, the introduction of population education in schools and colleges becomes relevant. *The Conference on the Methodology of Teaching Indian Languages in Secondary Schools Proceedings* (1969) includes recommendations for improving the methodology of teaching the second language so that it may be taught well and effectively. *National Survey of Elementary Teacher Education in India* (1970) is a report of a comprehensive survey of elementary teacher education at all-India level, conducted in 1965 by the Department of Teacher Education, NCERT.

Of the many seminars held during the International Education Year, 1970, three national seminars deserve special mention. *The National Seminar on Primary and Work-Oriented Education* took stock of the trends of development in the fields of pre-primary and primary education during the sixties and formulated programmes and policies for its improvement in the seventies. *The Seminar on Open University* felt that the time was ripe for India to venture on the experiment of an Open University directed to meet the needs of highly motivated adults. *The National Seminar on Gandhian Values in Education* was greatly concerned that the future generation get some grounding in Gandhian values. The Union Minister of Education, in his address to the Seminar, hoped that it would be possible to show to the world that "India has not forgotten Gandhiji and that we are not just building him into an idol to be worshipped but not to be followed".

REPORT OF THE PUBLIC SERVICES COMMITTEE (QUALIFICATIONS FOR RECRUITMENT)*

Genesis: In April, 1955 the Ministry of Education decided to set up a Committee to examine the need for University Degree as a pre-requisite qualification for the public services.

Chairman: Dr. A. Ramaswami Mudaliar.

Members: Dr. C.P. Ramaswamy Aiyar, Dr J.C. Ghosh, Dr. Sushila Nayar, Shri N.K. Sidhanta, Prof. Humayun Kabir, Shri K.P. Mushran, Shri A.K. Roy, Shri R.C. Dutt.

Terms of Reference: (i) To examine the question as to how far and at what levels the possession of a university degree is necessary for recruitment to public services.

(ii) To consider the type of tests which should be instituted to assess the relative merits of candidates in an objective manner in the absence of a university degree.

(iii) To consider measures to ensure that the number of candidates competing for posts and services under the Government are not wastefully large.

Major Recommendations

1. *Recruitment Examinations:* The degree qualification should be abolished for the lower and the middle levels of public services (clerical services and junior officers). It should continue for the top levels (senior officers). For all levels of Government service, however, recruitment examinations of adequate standard should be held for the selection of candidates.

2. *Method of Promotion:* The Government should not only review promotion quotas as at present fixed but also undertake re-examination of the methods of promotion, and, to the extent possible, institute departmental examinations particularly in respect of organised services.

*Published by the Ministry of Education, Government of India, New Delhi, 1956.

3. *Training*: At the lowest levels (clerical services), the recruits would all be non-graduates, and at the middle level (junior officers) a proportion of them would have no university education. The comparative immaturity which goes with lower age levels and the lack of university education in a large proportion of Government servants, intensify the need for adequate training. A proper scheme of training for all levels of Government service should be accepted and implemented by the Governments both at the Centre and in the States.

4. *Limitation of Numbers*: Where the number of examinees is very large, a system of weeding out by preliminary examination may be adopted.

5. *Devising an Objective Standard for Assessing the Degrees Given by Different Universities*: Recruiting authorities like the Public Service Commissions may help considerably in devising an objective standard for assessing the value of education given by the different universities and thus help the authorities concerned to introduce some uniformity in this respect. We recommend that the Public Service Commissions should publish annually tabulated results of the examinations held by them, analysing the marks obtained by candidates from different universities in different subjects. The results thus tabulated would speak for themselves and the long-term trends would clearly indicate the quality of the products of different universities.

REPORT ON THE PROBLEM OF STUDENT INDISCIPLINE IN INDIAN UNIVERSITIES*

Genesis: The problem of indiscipline among students in universities and colleges had attracted nation-wide attention. The University Grants Commission, naturally concerned with the problem, had made various suggestions in the past, but they did not receive enthusiastic response from the universities, because the majority of them were affiliating universities. But during the past few years there had been a number of incidents that gave cause for great concern. In some of these cases students acted in such a violent manner that it became necessary to close down the universities for long periods. The University Grants Commission felt that it would be desirable that the whole problem of discipline should be carefully studied by a group of persons intimately connected with university and college life. For this purpose the Commission appointed a Committee which included one representative of students to have the advantage of students' point of view.

Chairman: Shri Dewan Anand Kumar, Member, University Grants Commission.

Members: Other ten members including Col. B.H. Zaidi; Prof. T.M. Advani; Dr. D.D. Karve; Dr. H.J. Taylor; Shri Samuel Mathai.

Terms of Reference: To study the whole problem of indiscipline among the students of universities and colleges and to suggest suitable remedies.

Major Recommendations

1. Students should be admitted to the university after careful selection. Admissions to the universities and colleges should be made strictly with reference to qualifications and merit.
2. Every effort should be made by universities to raise the minimum age of entry from +16 to +17.

* Published by the University Grants Commission, New Delhi, 1960.

3. No college should ordinarily be allowed to have more than 1 000 students, so that opportunities for organised community life can be developed.

4. Universities and colleges should take appropriate steps to bring about increasingly close touch between teachers and pupils so as to secure a full impact of the mature teachers' personality on the not yet mature students.

5. The salary of a lecturer in a college or university should be similar to that of a Class I Government servant in the Government of India or the State Government.

6. There should be a very careful selection of teachers. In addition to their academic qualifications, it is necessary to see that the men and women recruited to the profession are persons of the highest integrity and of sound character.

7. It is difficult to reconcile teaching and active participation in politics and such a combination of interests should be avoided to the maximum extent.

8. It should be a strictly honoured code amongst our public men not to allow any corrupting influence from outside to enter into the universities and colleges.

9. The Vice-Chancellor should be selected for his eminence in the academic and educational world.

10. The proportion of students living in the hostels and other units of residence under the control of universities and colleges should be greatly increased. Care should, however, be taken to investigate into students' grievances at the earliest stage possible with maximum sympathy.

11. The formation and development of students' unions in universities and colleges may be usefully encouraged.

12. Steps may be taken to provide vocational and moral guidance in the colleges and universities by trained and sympathetic persons.

MEDIUM OF INSTRUCTION : REPORT*

Genesis : The University Grants Commission invited some persons to join a Working Group to examine the problems relating to the change-over in the medium of instruction in universities. The Commission in their letter of invitation dated the 25th September, 1959, stated that they were interested in universities in bringing an orderly change, whenever a change was necessary, consistently with the maintenance of standards. The Working Group submitted the report in November, 1960.

Chairman : Shri S. Govindarajulu, Vice-Chancellor Sri Venkateswara University, Tirupati.

Members : 14 other members including Shri T. M. N. Pillai Vice-Chancellor, Annamalai University and Shri M. P. Desai, Vice Chancellor, Gujarat University.

Terms of Reference : To consider all aspects of the question pertaining to the change of medium of instruction from English to an Indian Language.

Major Recommendations

1. *Books* : A change in the medium should not be effected until a fair number of books of a suitable standard for students and teachers, covering the whole degree course, are available. In the field of Science and Technology, the terms in international use should be adopted with the minimum change. The responsibility for producing a minimum number of translations and original books should be that of the university or group of universities concerned.

2. *Teachers* : After a fair number of books have become available in the language concerned, arrangements must be made for a period extending over at least one year to train teachers in the use of the new medium.

*Published by the University Grants Commission, New Delhi, 1961.

3. *Inter-University Communication* : English should continue to be the medium of Inter-University Communication.

4. *Multi-lingual Areas* : Parallel sections with English medium should be provided.

5. *Stages of Change* : The medium should not be changed at present for postgraduate and professional courses. Even in the under-graduate course it is desirable not to change the medium now for science subjects.

6. *English as an Alternative Medium* : Colleges should have complete freedom to choose English as the sole medium or as one of the alternative media; this choice should not be restricted or influenced in any manner.

7. *Mixed Language* : Save for the borrowing of technical words, bad mixed-language should be avoided.

8. *Standard of English* : The standard of English in colleges should be improved, particularly if the medium of instruction is changed to one of the Indian languages.

9. *Nature of Preparatory Work to be done* : Universities must set up bodies charged with the responsibilities for the different kinds of work to be done, such as production of books and journals, training of teachers, improvement of the standard of English, etc.

10. *Professional Courses* : A change in the medium of instruction for professional courses is not recommended at present.

11. *The Medium for All-India Competitive Examinations* : Equality of opportunity to sit for these examinations should be real. Either English alone should be the medium for these examinations or all the languages of India and English should be permitted media.

12. *Preparation of Teachers* : In addition to temporary arrangements, as a long range policy, it will be necessary to work out a scheme for establishing collegiate teacher-training institutions, particularly for using Indian languages as media of instruction.

PLANNING HIGHER SECONDARY SCHOOL BUILDINGS*

Recommendations of the Panel on School Buildings Appointed by the Government of India, Ministry of Works, Housing and Supply

Genesis. There seemed to be a wide gap between the educational requirements and what had been provided in the existing schools. It was felt that there was need to cut down the cost of school buildings to provide seats for the increasing school going population, providing at the same time the basic minimum functional requirements. The Ministry of Works, Housing and Supply, therefore, constituted a Panel of Educationists, Engineers and Architects for the purpose.

Chairman : Shri C.P. Malik, Director, National Buildings Organization, New Delhi.

Members ; Shri H.D. Nargolwala ; Shri Shri Krishna ; Shri M.M. Rana ; Shri H.L. Vohra ; Shri A.C. Sen ; Shri P. Sivalingam ; Shri B.S. Sehgal ; Shri J.L. Sehgal.

Terms of Reference : To lay down norms and standards to guide the designs of Higher Secondary School buildings on functional and economic lines.

Major Recommendations

1. Ordinarily schools shall be planned for an enrolment of 960 students.
2. Maximum number of students per class/section shall be 40.
3. An area of 12 sq. ft. per student shall be provided in a class/section.
4. Laboratories shall be planned for even number of students subject to a minimum of 20. The area of laboratory shall be worked out at 20 sq. ft. per student seat provided.

*Published by the National Buildings Organization, Ministry of Works, Housing and Supply, New Delhi, 1961.

5. Separate rooms for elective subjects may be provided by decreasing correspondingly the number of general class-rooms for Higher Secondary grades.

6. A library of 600 sq. ft. shall be adequate to meet the present educational needs.

7. Assembly Hall shall be planned for 50% of the total enrolment at the rate of 7 sq. ft. per seating capacity.

8. The following scale of accommodation is recommended for administrative units :

- | | |
|---|---|
| (i) Principal's office | —200 sq. ft. |
| (ii) Staff common room | —for 75% members of the total teaching staff at the rate of 20 sq. ft. per staff member subject to a minimum of 200 sq. ft. |
| (iii) General office, record and files room | —200 sq. ft. |
| (iv) Guidance room (which may also be used as visitors' room) | —200 sq. ft. |
| (v) First-aid or Doctor's room with attached laboratory. | —150 sq. ft. |

9. General storage space shall be in the neighbourhood of 5% of the teaching area.

10. Cafeteria and students' common room etc., need not be provided except under special circumstances.

11. The following scale of sanitary fittings is recommended :

- | | |
|-------------------------|--|
| Latrines or W.C. | —1 for every 100 students or part thereof. |
| Urinals | —1 for every 25 students or part thereof. |
| Water taps with troughs | —1 for every 50 students or part thereof. |

12. The area under circulation shall not exceed :

- (i) 20% of the total area in case of single storey structures, or double storey structures with doubly loaded corridors.

- (ii) 33-1 3% of total building area in case of double storey structures.

13. Area for light shall be 15% to 20% of the floor area.

14. Area for ventilation shall be 48 sq. in. per student

15. Residential accommodation in school compound for the following members of staff is recommended :

Urban area —Principal, a member of staff, a chowkidar and a sweeper or peon,

Rural area —Principal and 50% of the staff.

16. The minimum area for school site shall be :

- (i) 3 acres if community parks and open spaces are available for use by the school as playing fields.
- (ii) 5 acres where community parks or open spaces are not available for use as playing fields.

REPORT ON EXAMINATION REFORM*

Genesis : The University Grants Commission is required, by the U.G.C. Act, 1956, 'to take, in consultation with the universities or other bodies concerned, all such steps as it may think fit for the promotion and co-ordination of university education and for the determination and maintenance of standards of teaching, examination and research in universities'. It is thus one of the statutory functions of the Commission to consider problems relating to examinations and to bring about necessary improvements. Accordingly, the University Grants Commission appointed a Committee in September, 1957. The Report was completed by 1960.

Chairman : Shri S.R. Dongerkery, Rector, Bombay University, Bombay.

Terms of Reference : To draw attention to the problem and to indicate certain steps that can be taken to improve the methods of examination in universities.

Major Recommendations

1. Noreform in the system of examinations will reduce the failure rate in the universities and colleges, unless the prevailing admission procedures are improved. Only those candidates should be admitted to universities who can profit by higher education.

2. Teaching work should be done not only through lectures but through tutorials and seminars. It will be desirable to hold periodical short tests on the work done in the tutorials and to maintain a record of the assessments made. In order to make room for more tutorials, lectures may be cut down (it should be possible to reduce them by 50 per cent) and the teaching work divided between tutorials and lectures.

3. The U.G.C. should encourage seminars, discussions and conferences of university and college teachers for defining the

*Published by the University Grants Commission, New Delhi, 1962.

objectives of teaching and examinations in different subjects at various levels.

4. Research should be undertaken in regard to both the educational and technical aspects of examinations.

5. Where the courses are spread over two years or more convenient spacing of the examinations should be arranged, so that the examination is not concentrated at the end of the final year.

6. Use of methods of evaluation (other than essay type examination) such as multiple-choice tests, short answer tests, open-book tests, viva-voce, etc., may be tried wherever necessary.

7. The present methods of marking examination scripts and of combining and tabulating marks in university examinations without reference to recognised statistical procedures are not satisfactory.

8. In view of the difficulty of achieving objectivity and precision in the marking of papers, it may be desirable to rank students class-wise rather than marks-wise.

9. In universities where two or more media of examination exist, the examiners in the different media (at least head examiners) should meet and define the standards and spread of marks to be adopted in the evaluation work undertaken by them.

10. Ways and means must be found for avoiding wastage of time in the administrative work of examinations.

REPORT OF ALL INDIA CONFERENCE ON EDUCATIONAL AND VOCATIONAL GUIDANCE

When and where held : 31st October to 2nd November 1968, at New Delhi.

Genesis : National Council of Educational Research and Training organized the Conference at the request of the Ministry of Education, and in collaboration with the Directorate General of Employment and Training of the Ministry of Labour and Employment. The aim of the Conference was to provide persons responsible for the development of guidance service in the different parts of the country with the opportunity to consider future plans for the development of these services, to explore possibilities of co-ordination between the educational authorities and the National Employment Service and to consider the role of the NCERT in the development of guidance services.

Major Recommendations

1. The State bureaus should, as far as possible, try to adopt low cost methods of making guidance services available to larger number of students.
2. Construction and standardisation of tests may be done at the central level in cooperation with the State agencies.
3. Courses for training Councillors may be undertaken by the NCERT.
4. The heads of the bureaus should be invested with adequate administrative, supervisory and financial powers to push through the guidance programmes in the State. Sufficient funds should be made available to the State bureaus.
5. The bureaus should make greater use of non-school community resources in organising guidance programmes in the schools.
6. The collection and publication of information about occupational and training facilities may continue to be the responsibility of the Director General of Employment and Training.

7. In the schools having full-time Counsellors on the staff, at least one period a week in each of the VIII and X XI classes should be provided in the time-table. In schools with part-time Career Masters, one period a fortnight may be provided.

8. The assessment of the abilities, interests and skills of the students would be the function of the Counsellors or Career Masters.

9. The placement of youth in training, apprenticeship or entry jobs should be the responsibility of the Employment Service.

10. All the States may try to have a core programme as a minimum, although many States would try to go beyond it and have a more extensive programme.

The core programme may consist of (i) occupational orientation programme in schools; (ii) Orientation of teachers and teacher educators by introducing guidance as a part of the curriculum for teacher training and organising in-service training and seminars; and (iii) periodical evaluation of the programmes.

11. In order to help the State bureaus in the implementation of the common core programme, the Department of Psychological Foundations in the NCERT may take the following steps :

A. For programmes concerning occupational orientation in schools, the Department may prepare : (i) bibliography of occupational information materials produced so far by different agencies in the country ; (ii) proto-types of charts and posters on educational and vocational opportunities ; (iii) proto-types of guidance k'its for students and for teachers ; and (iv) themes for film-strips

B. For programmes relating to the orientation of teachers and teacher-educators, the Department may render assistance by (i) preparing curriculum and instructional material for teaching of guidance in pre-service training of elementary and secondary teachers ; (ii) providing resource persons for conducting seminars in guidance for supervisory staff in the States ; and (iii) bringing out publications on guidance.

REPORT ON AUDIO-VISUAL AIDS IN HIGHER EDUCATION*

Genesis : Until recently, little attention was paid to the use of audio-visual aids in the educational institutions. Training in audio-visual education is a compulsory requirement in 17 teachers' training colleges. Twenty-two universities provide for audio-visual education. In view of the progress so far made, the University Grants Commission appointed a committee to consider how best radio, films and other audio-visual aids, including programmed learning, could be used in the field of higher education in Indian universities and colleges. The Committee held four meetings during 1967 and 1968.

Chairman : Shri K.G. Saiyidain, Director, Asian Institute of Educational Planning and Administration.

Members : Dr. V.K. Narayana Menon ; Dr. P.K. Kelkar ; Dr. V.S. Jha ; Shri L.R. Nair ; Shri J.P. Naik ; Shri S.L. Ahluwalia ; Shri S.K. Chakrabarty ; Dr. J.N. Kaul.

Terms of Reference : (a) To report on the present position of the use of audio-visual aids in higher education in India ; and (b) To assess the possibilities of their development with particular reference to institutions of higher education in India.

Major Recommendations

1. The University Film Council, when revived, should make a comprehensive survey of the availability and use of film-strips in higher education in India.
2. Serious attention will have to be paid to the production of educational films directly related to course contents in various branches of knowledge.
3. It would add to the value of university broadcasts if a complete series of talks by eminent teachers on some topic of interest to university students is planned and broadcast.

* Published by the University Grants Commission, New Delhi, 1969, under the title 'Audio-Visual Aids in Higher Education'.

4. Tape-records of the lectures given by eminent scholars and outstanding teachers should be supplied to the universities.

5. The open circuit television at Delhi could be used, with a little more investment in equipment and staff, to televise lectures, demonstrations and operations by outstanding scholars and scientists.

6. The use of closed circuit television on a large scale may, however, be ruled out in the present stage of development in view of high cost (about \$ 2,90,000 per unit) involving foreign exchange. If funds and foreign exchange are available, an attempt should be made to develop those areas of instruction in which there is acute shortage of qualified teachers and necessary equipment.

7. If for some reason, the setting-up of the satellite project is delayed or postponed indefinitely, it would be worth-while assisting one or two universities to set up a CCT for instructional purpose.

8. The need for proper training in the techniques of programmed learning has to be stressed.

9. Language laboratories should be set up in as many universities as possible and in at least one university in each State.

10. The first important step in developing the use of audio-visual aids in the field of higher education is to create an awareness among university and college teachers that educational technology is possible and feasible.

11. Steps should be taken to set up immediately three or four centres of educational technology in selected universities.

12. The UGC may also set up a standing committee with representatives from bodies like the Indian Institute of Mass Communication, Department of Audio-Visual Education of the NCERT, All-India Radio, Film Institute of Poona and Indian Association for Programmed Learning, in order to coordinate the activities of the proposed centres of educational technology.

13. The Department of Audio-Visual Education of the NCERT may be strengthened and its functions made more broad-based to enable it to extend its activities to the universities and colleges.

CONFERENCE ON THE METHODOLOGY OF TEACHING INDIAN
LANGUAGES AS SECOND LANGUAGE IN SECONDARY
SCHOOLS: PROCEEDINGS*

- When and where held* : 11th to 13th November, 1968
at New Delhi.
- Inaugural Address* : Dr. Triguna Sen, Union Minister of Education.

Genesis : The need for the conference arose from several factors. The new educational policy makes it imperative not only to provide facilities for the teaching of our languages but also to ensure that these languages are taught well and effectively. It was also necessary to have a clear idea of the kind of work which was going on in different institutions in the field of teaching of second languages and to invite suggestions for its improvement.

Inauguration :

In his inaugural address, the Union Minister of Education referred to the recent Government Resolution on National Policy on Education, which enjoins upon the Government the responsibility, among other things, to implement the Three Language Formula. He pointed out that the basis of implementation was not an easy one. First of all, there was the question of finding additional resources for appointment of teachers of Modern Indian Languages, where such facilities did not exist. There was also the question of motivation on the part of the students. But the most important question was to develop an effective methodology for teaching such languages. At present, a boy or girl may, for instance, easily spend 13 to 15 years in learning English without acquiring any real command of the language. This implied a colossal waste of time and energy, and this applied to the other languages as well. The

*Published by the Ministry of Education, Government of India, 1969.

Education Minister expressed the hope that the Conference would make practical recommendations for improving the methodology of teaching second language.

Major Recommendations

General

1. The numbering of languages as 'second' or 'third' does not necessarily imply any differences in terms of importance or methodology to be employed in teaching them. These numerical adjectives are used solely for convenience of reference.

2. The Three Language Formula, as embodied in the Government Resolution, includes, besides the mother tongue, two other languages. One of these is English and the other Hindi for the non-Hindi speaking States and another modern Indian language, preferably one of the southern languages, for the Hindi speaking States.

3. All second languages, namely, Hindi, English or any other modern Indian language, should be the examination subjects in the school leaving certificate examination at the end of class X.

Hindi

1. A suitable intensive 8-10 week speech training course for areas where the students are particularly deficient in spoken Hindi should be developed.

2. Except for students terminating their secondary education at 14+ and for whom the available time will be proportionately less, a medium of 400 teaching hours would be required at the secondary stage.

3. It would be necessary to improve the methodology of teaching Hindi.

4. There is need for improving present teacher training programmes for teachers of Hindi.

5. The present Hindi syllabuses for B.A. and M.A. degrees of Indian universities should be revised. A Hindi graduate of M.A. should have the knowledge of the language characteristics and problems of this language.

English

1. The primary aim of teaching English as a second language in secondary schools should be to provide the learners an effective mastery of the language.

2. The teaching of English at the secondary stage should be so designed as to achieve the following objectives :

- (i) ability to read easily and with understanding books in English written within a prescribed range of vocabulary and sentence structure ;
- (ii) readiness to proceed to a more advanced reading stage, that of reading unsimplified texts ;
- (iii) ability to understand a talk in English on a subject of general experience and interest ;
- (iv) ability to write comprehensibly in English, and without gross errors, on a familiar topic within the range of vocabulary and sentence structure he has been taught ;
- (v) ability to carry on comprehensibly a conversation in English on a topic fully within the range both of student's experience and interests.

3. The achievement of the objectives outlined above will require a minimum of 600 hours at the secondary stage.

4. There is need of strengthening the Central Institute of English, Hyderabad.

5. The effective implementation of the recommendations for teaching of English in secondary schools will have to be supported by well-planned research.

Other Languages

1. The teaching of other modern Indian languages as second language (excluding Hindi and English) at the secondary stage should aim at imparting the ability to listen, speak, read and write the language in a manner approximating that of the educated native speaker. The emphasis should be on the spoken-colloquial version. The teaching of script may even be postponed to the second half of the first year.

2. A minimum of 400 hours of teaching should be given for a modern Indian language at the secondary stage.

3. In order to facilitate the learning of a new script, it would be desirable to give in the first primer of the concerned language the text in the script of the language as well as in child's mother-tongue side by side. It would be necessary to suitably subsidize the production of such primers in order to keep the price at a reasonable level.

4. A limited number of language laboratories should be set up and put to the fullest use in the training of teacher and teacher educators of language. (This recommendation is applicable also to English and Hindi.)

5. Frequency counts for words and common vocabularies should be prepared expeditiously.

6. Basic errors analysis studies and contrastive sketches should be completed early.

7. The basic method of presentation and practical work should combine the best features of the direct method, the structural principle, and the principle of acculturation.

REPORT OF THE NATIONAL SEMINAR ON POPULATION EDUCATION*

- When and where held* : 2nd and 3rd August, 1969
at Sachivalaya, Bombay.
- Inaugural Address* : Shri V.K.R.V. Rao, Union
Minister of Education and
Youth Services.
- Chairman, Organizing Committee:* Shri J. P. Naik, Adviser,
Ministry of Education and
Youth Services.

Genesis : The Government of India have taken up a comprehensive programme for the promotion of family planning and population control on a very large scale covering the entire country. The programme needs to be strengthened with multi-pronged efforts. Introduction of population education in schools and colleges thus becomes relevant as an important and dynamic programme for initiating the younger generation to the problems of population education. The area of population education is relatively new, not only in India but the world over. To understand the various implications of the problem of introducing population education in the school curriculum and to draw up a plan of action in consultation with experts and social workers in the field, the Ministry of Education and Youth Services, Government of India, in collaboration with the Ministry of Health and Family Planning organized this National Seminar on Population Education in Bombay.

Extracts from the Inaugural Address :

It is necessary at the very outset to emphasize that population education, at least as I see it, is primarily a motivational force for creating the right attitudes to family size and the need for family

*Published by the National Council of Educational Research and Training, New Delhi, 1969, under the title 'National Seminar on Population Education'.

planning and should not be mixed up either with sex education or knowledge of family planning methods. When we are dealing with children, either in the primary or secondary stage of education there is no question of imparting them education in methods of birth control or perhaps even in matters relating to sex or sex functions.

What the children need is education about population, such as the relation between population and economic development, between a high birth rate and a high death rate, the relation between national income and per capita income, the difference in birth rates in different countries and their relevance to their differing degrees of economic development and levels of welfare, the costs of human resource development and the availability of financing these costs with particular reference to the numbers involved, the economic and welfare aspects of large and small families, and the extent to which family size is a matter of deliberate choice and human regulation rather than of accident or of forces beyond human control. I have only listed some of the items that should go with population education, but each of them can stand a whole lecture to itself. In fact, population education is, in my view, no more than a part of the whole subject of human resource development and it should be treated as such both in content and in exposition.

Major Recommendations

1. Since the growth of population is a major challenge that the country is facing, population education should be an integral part of education at all levels.

2. The objective of population education should be to enable the students to understand that family-size is controllable, that population limitation can facilitate the development of a higher quality of life in the nation and that a small family size can contribute materially to the quality of living for the individual family.

3. Population education should be introduced into the curriculum of schools and colleges by including it in so far as it may be possible, in the areas of study now common in the educational curriculum, such as Social Studies, Sciences, Health Education, Mathematics, Languages, etc.

4. Immediate steps must be taken to clearly define the content of population education at different stages and evolve suitable methods for teaching and examination; and to prepara

books, supplementary reading materials, audio-visual aids, teachers' guides, etc., needed for the successful implementation of the programme.

5. Immediate steps should be taken to organize courses on population education in the teachers' colleges at the primary as well as the secondary levels.

6. At the college level, steps should be taken by the universities to design a course in demography at the undergraduate stage so that those who are interested in population problems could specialize at the post-graduate level in demography.

7. College level Guidance Bureau should be strengthened by qualified staff who would help the students to solve personal problems in connection with family relations, marriage counselling, etc.

8. The Government of India—Ministries of Education and Health in consultation with the State Governments should draw up a statement showing the broad objectives of the programme, its broad content as it would be introduced at different stages, and the manner in which the pilot projects for the programme would be developed, administered and financially supported.

9. On the basis of this statement, the N.C.E.R.T. and the Central Health Education Bureau, Central Family Planning Institute collaborating with the State Education Departments and other organisations interested in the programme—official and voluntary—should go into the details of the programme and produce (a) detailed curricula, and (b) hand-book for teachers dealing with, among other things, methods of teaching and examination.

10. The programme should then be introduced on a pilot basis in different categories of institutions in all parts of the country in the academic year 1970-71.

REPORT OF THE NATIONAL SURVEY OF ELEMENTARY TEACHER EDUCATION IN INDIA*

Genesis : In the Third Five Year Plan, the programme of improving the training of primary teachers was given a high priority. As such, the Ministry of Education undertook a survey of Teacher Training Institutions at the primary level in all the States and Union Territories in 1959. This helped to highlight the weak areas which needed immediate attention. It was considered desirable that a comprehensive study of this nature should be repeated after every 5 years. In 1965, the Department of Teacher Education, National Council of Educational Research and Training, conducted a comprehensive survey at all-India level. The National Report was written by the Department of Teacher Education on the basis of the tabulated data supplied by the State Institutes and the State Level Reports written in the Departments or by the State Institutes.

Object : To make an assessment of the existing position of Elementary Teacher Education in all its qualitative and quantitative aspects with respect to each State and Union Territory.

Major Recommendations

1. *Expansion of Primary Teacher Training Institutions*

It is really sad to note that the quality of teacher-education suffered at the cost of quantitative expansion. Thinking should now be focused on practical ways and means to improve the quality of teacher education.

2. *Location of Training Institutions*

According to the First National Seminar, the majority of the institutions are situated in urban and semi-urban areas. It is, therefore, the responsibility of the State Governments to see that the institutions are located in rural areas.

*Published by the National Council of Educational Research and Training, New Delhi, 1970, under the title "National Survey of Elementary Teacher Education in India".

3. *Levels or Types of Training and their Duration*

The types of courses offered in various States can be grouped under four categories: (i) one-year post-middle, (ii) two-year post-middle, (iii) one-year post-matriculation or higher secondary and (iv) two-year post-matriculation or higher secondary. It is generally agreed that one-year post-middle and one-year post-matriculation courses are ineffective, unrealistic and unable to produce efficient and interested teachers with the necessary knowledge, skill and aptitudes. Plans will have to be drawn up by each State to abolish these courses in such a way, that the supply of teachers is not affected.

Admission to training institutions should be restricted to high school pass candidates only. The two-year post-matriculation course needs improvement. More time should be devoted to content courses during the first year of training.

4. *Selection Procedure*

The procedure as well as the tools for selection have to be developed. A battery of tests including general knowledge tests, intelligence tests, aptitude tests, interest inventories, tests in communicative ability and tests in academic subjects should be developed. Some sort of performance test for practical subjects should also be included in this battery.

5. *Curricular Reform*

Theory: Content courses should be given with the idea that the teacher under training will, in turn, re-teach the material to his students at a lower level. It would be desirable to organize the content courses according to the needs of individual student-teachers. Undue emphasis should not be laid on methodology of teaching. It should be realized that it neither gives the student-teacher a better understanding of the subject, nor a sound understanding of the way of child behaviour and child learning.

The supporting subjects such as principles of education, educational psychology, etc., should contribute to the future teacher's efficiency. It should enable him to understand child development and its importance. A knowledge of school organization would help him in his day to day work.

Student-Teaching (Practice of Teaching): (1) The student-teachers should be given opportunities to observe lessons given by competent teachers.

(2) Demonstration lessons by efficient elementary school teachers should be organized for the benefit of student-teachers.

(3) Student-staff conferences should be organized for the discussion of observation and demonstration lessons.

(4) Some training in the preparation of notes of lessons or units of work, training in black-board work, training in development of skills in speech, maintenance of records etc., should be given to the student-teacher.

(5) Student-teacher must be given an opportunity to teach in off-campus as well as on-campus schools.

(6) Student-teacher should be trained to take charge of the school and manage all activities including games, sports, co-curricular activities, etc.

(7) Practice of teaching should be planned in such a way that a student-teacher gets some practice in isolated lessons, continued or block teaching, taking charge of the whole class for a few days, correlated teaching, and teaching multiple classes, especially in institutions with a rural set up.

(8) Child observation should form an important part of the practice of teaching programme.

(9) Individual needs, abilities and interests should be taken into consideration while assigning classes and subjects.

(10) There should be flexibility and adaptability in the methods of teaching. Variation according to individual needs and situations should be encouraged.

All lessons need not be supervised. Sixty per cent of the lessons might be enough for supervision except in those cases where individual attention is needed.

6. *In-Service Education*

The value of in-service training lies in supplementing pre-service training, in acquainting teachers with newer developments in education, in bringing the teachers in contact with the realities of educational situations, in helping teachers to become careful students of children and not to become experts in subject matter alone, and in helping them to think beyond the limits set by traditional courses of study.

The State Institutes of Education can play an important role in organizing in-service programmes for teachers in the State. Professional organizations should also work for the professional growth of teachers and organize some short courses, seminars or

workshops for in-service training instead of continuing their activities to matters regarding salaries and service conditions.

7. *Staff of Training Institutions*

Teacher educators should be trained graduates with experience, preferably in teaching primary schools. Short courses or summer schools for teacher-educators should be organised to keep them up to-date with modern trends and methods.

8. *Building and Equipment*

Necessary steps have to be taken either by the government or the management and local bodies to improve the condition of buildings and provide adequate accommodation.

Some crash programme should be organized at the State level for establishment of science laboratories. Craft workshops should be adequately equipped. The library is an important adjunct to the training institutions, and it should not be neglected.

9. *Supervision of Training Institutions*

A separate unit or wing for the supervision of training institutions should be opened in every State Department of Education. A panel of supervisors (subject specialists in different subjects) should visit the institutions and help the staff to improve their teaching, discuss the problems faced by teacher-educators, and give demonstrations, if necessary.

10. *Role of State Institutes of Education and NCERT*

The NCERT should work through the Department of Teacher Education for the overall development of teacher education at both the levels.

NATIONAL SEMINAR ON GANDHIAN VALUES IN EDUCATION

When and where held: 9th to 11th February, 1970 at Seva Gram, Wardha.

Inaugural Address : Prof. V.K.R.V. Rao, Union Minister of Education and Youth Services.

Genesis: The National Seminar was organised for the first time by the Ministry of Education and Youth Services in collaboration with the Maharashtra Government and the Hindustani Talimi Sangh to discuss, in connection with Gandhiji's Birth Centenary, some important facets of the problems relating to Gandhian values in Indian education. It was necessary to ensure that the future generation get some grounding in Gandhian values and get the message of Gandhiji as given by his life and teachings. The Seminar was inaugurated by Prof. V.K.R.V. Rao, Union Minister of Education and Youth Services and was presided over by Shri Shriman Narayan, Governor of Gujarat. The Seminar was convened at Seva Gram, where Gandhiji first put forward his concept of Nai Talim, and it was blessed by the benign presence of Acharya Vinoba Bhave.

Extracts from the Inaugural Address* :

Gandhiji had his own ideas about the educational system. He believed that education must be through the mother tongue, that knowledge should be imparted through activity rather than through merely books and lectures, and that, to the extent possible, an educational institution should be self-supporting through the work undertaken by its pupils and teachers as a part of the education imparted in the institution. He also believed that education must deal with the whole man and must lead not only to the development of skills but also that of character and the development of the pupil's moral and social personality.

*Published by the Ministry of Education and Youth Services, Government of India, New Delhi, 1970.

I think it would not be incorrect to say that, by and large, our educational system does not conform to the Gandhian concept of education even in the modified version that I have attempted to give it. It is conspicuously deficient in its failure to give dignity to manual work.

Then again, our educational institutions do not prepare our pupils to take account of the multi-religious and multi-lingual character of Indian society for the harmonious operation of which it is necessary to develop attitudes of tolerance, mutual respect, and mutual appreciation of the best in this multi-faced society of ours and apprehension of the underlying unity that lies hidden behind all this diversity. Moral and spiritual values get completely neglected in our secular system of education with the result that no antidote is provided to the divisive and conflicting forces that are inherent in a multi-religious and multi-lingual society such as ours is.

Two other values that we need to get into our educational system are non-violence and identification with the poor and handicapped people. Indian society consists of so many diverse groups that unless they learn to discuss their differences on the firm basis of non-violence, social stability is in almost daily danger. Apart from this practical justification for the adoption of no violence in the discussion of group differences, the importance of non-violence as an ethical concept deriving its strength from Indian traditions and the positive content of non-violence as an instrument for resolving differences and coming to a mutually acceptable agreement needs to be stressed as a part of our educational training. As regards the concept of *daridra-narayan* and the need for identifying oneself with the lowest of the lowly, it is not only enshrined in Indian religious and social teachings; it is also an essential instrument for bringing about a peaceful change in Indian society. How to incorporate these values in the educational system, and, in particular, how we can include a practical participation programme that will strengthen these teachings and make them an integral part of the pupil's attitudes is a task that the educationist has to solve.

Finally, Gandhian values demand the recognition of the worth of human personality as such and the overcoming of emotional barriers to the development of a feeling of oneness of the human race. Respect for other cultures and respect for other peoples have to be woven into the educational system.

I trust that the Seminar will enable us to evolve at least a few programmes that would help in the direction of introducing Gandhian values in Indian education and be at the same time of a kind that can be taken up for practical implementation within all the constraints—political, constitutional and financial—that so restrict our capacity to bring about educational reconstruction. I hope it will be possible for us to show to the world that, in the International Education Year that has just begun, India has not forgotten Gandhiji and that we are not just building him into an idol to be worshipped but not to be followed.

Major Recommendations

1. The ultimate objective which Gandhiji had in view was the evolution of a non-exploitative, non-violent society conducive to the welfare of all. To this end, it is essential to emphasise three fundamental values in education, *viz.*,

- dignity of manual labour through the use of work as a part of the educational programme;
- a sense of social awareness and social responsibility through the involvement of students and teachers in meaningful programmes of community service; and
- the promotion of a secular outlook or *servadharma samabhava* through an understanding of the fundamental unity of all religions.

Suitable programmes should be developed to realize these values and students should be involved in their planning and implementation.

2. These programmes should cover all stages of education and may, for instance include: (a) *Safai* and maintenance of campus; (b) Participation in sowing and harvesting operations through suitable adjustment of vacations; (c) Participation in productive work in agricultural operations in the school, family farms or the neighbourhood; (d) Teaching of crafts; (e) Cultivation of hobbies; (f) Adoption of new methods of teaching which provide opportunities for work with hands to the maximum extent possible in every subject; (g) Establishing close contacts between the educational institutions and the community through programmes of mutual service and support; (h) Participation in

programmes of relief in times of famine, flood, epidemics and other natural calamities; (i) Beginning the school day by an assembly with a silent and/or common prayer and provision for teaching of moral and social values; (j) Organising suitable programmes of adult education, including the spread of literacy; and (k) involvement of students in programmes which will train them in responsibility.

In view of the special problems involved, the Ministry of Education and Youth Services may set up a Study group to make concrete proposals for their introduction in urban areas.

3. These programmes have an obvious significance at the primary stage because about 70 million children are involved. As most of them are not likely to proceed beyond the primary stage, these programmes will have the largest impact on moulding the future of the nation.

4. At the secondary stage, the programmes of work experience should be highlighted. Every effort should be made to link them with the developmental programmes being implemented in the neighbourhood so that the students get a sense of meaningful participation in nation building activities.

5. At the University stage, the national service programme should be generalised.

6. It is essential to produce books for children to teach *Sarvadharm Samabhava*.

7. All students should be introduced to the life and message of Mahatma Gandhi through suitable courses.

8. The success of these programmes will largely depend upon the efficiency and proper orientation of training institutions for teachers, the quality of leadership provided by the State Education Departments, and the extent to which the programme becomes a movement undertaken by the community of teachers themselves.

9. The realization of Gandhian Values in Education needs an elastic and dynamic system of education for its proper development.

10. The efforts of the educational system to realise these values will need support from parents and the community in general. An appropriate *Lok Shikshana* programme to this end should, therefore, be simultaneously developed.

REPORT OF NATIONAL SEMINAR ON PRIMARY AND WORK-ORIENTED EDUCATION (1970)*

When and where held : 9th to 11th November, 1970 at New Delhi.

*Chairman of the
Organizing Committee* : Prof. S.V.C. Aiya, Director,
National Council of Educational
Research and Training.

Genesis: The National Seminar on Primary and Work-Oriented Education was organised by the National Council of Educational Research and Training, as a part of the programme for the celebration of the International Education Year. The purpose of organizing the Seminar was to take stock of the trends of development in the field of pre-primary and primary education during the sixties and to formulate programmes and policies for its improvement in the seventies.

Major Recommendations

1. The programmes of pre-school education should be closely related to the home and community environment of the child.

2. The expansion of the programmes of pre-school education may be left to the care of voluntary agencies. The agencies engaged in pre-school education should try to develop less costly equipment with the help of indigenous materials. Community resources should be fully utilised.

3. Necessary additions/modifications in the primary school teacher training programmes should be made to include principles governing child care and pre-school education so as to enable the primary school teachers to look after pre-school programmes in mixed schools.

*Published by the National Council of Educational Research and Training, New Delhi, 1971.

4. The State Governments should be in a position to provide funds for the purpose of training teachers and specially trained supervisors for pre-primary education.

5. Special attention should be paid to the promotion of the following Gandhian values in primary schools:

(a) The dignity of manual labour through the use of work as a part of the educational programme.

(b) A sense of social awareness and social responsibility through involvement of pupils in community service.

(c) Secular outlook and respect for other religions through an understanding of the fundamental unity of all religions

(d) Fearlessness, Truth, Non-Violence (Universal Love), Purity, Service and Peacefulness through participation in curricular and co-curricular activities, and through stress on songs, stories and dramas based on Gandhian life and values.

6. While taking steps for providing work-experience at the primary stage the following details have to be spelled out:

(a) Formulation of the operational concept of work-experience

(b) Types of work-experience programmes to be introduced during 1970's in our country.

(c) Minimum work-experience programmes to be introduced in all the schools in the country with stress on structured activities to be introduced in selected schools.

(d) Action programmes pertaining to production of curriculum materials.

(e) The pre-service and in-service training geared to work-experience to be provided to teachers and supervisors.

(f) Steps to be taken for mobilisation of public opinion in favour of work-experience.

7. Work-experience should be socially meaningful. It should be realistic physical work, without over-emphasis on economic aspects at the cost of learning outcomes and it should lead to the development of productive abilities and the total personality of the child.

8. Individual schools might be encouraged to develop their own programmes of work-experience and the results of their programmes might be made available to the various agencies and institutions in the country.

9. The agencies for curriculum development at the Centre and State level may start a continuous dialogue on programmes and techniques of curriculum development.

10. In order to improve the competence of teachers the following steps may be taken:

(a) Suitable in-service and pre-service training courses may be developed by each State Government.

(b) Suitable materials as help books and teacher guides may be developed by State Institutes of Education.

(c) NCERT should take up programmes on development of good techniques of teaching for the primary classes and make the same available to the State level agencies.

11. Efforts may be made to institute the programmes of close supervision of schools to provide guidance to working teachers.

12. The teachers, supervisors and parents may be made conscious of the rate of wastage and stagnation and efforts may be made for identification and proper treatment of potential cases of wastage and stagnation in the school.

13. The possibility of implementing syllabi on health education for the age group of 6-11 and 11-14 along with that of primary teacher training schools developed by the Central Health Education Bureau and the Ministry of Education jointly may be explored.

14. As there were a large number of pupils who were unable to take advantage of the use of full schooling facilities the possibility of providing some part-time education as a temporary measure for such children may be examined. Shift system may be accepted only as a measure of expediency and not as a principle.

15. The Government grant policy should develop an incentive to exploit one's own resources of finance, even though by and large the Government has to be the main source of financing the primary education in future

16. The local bodies should exploit the sources of revenue fully for primary education.

17. There is a need for evolving a suitable curriculum for the schools functioning in tribal areas. This curriculum may be science-oriented but culture-based.

18. Steps to improve the Ashram school education may be taken. The teacher-community relationship may be improved.

SEMINAR ON OPEN UNIVERSITY

- When and where held* : 16th to 19th December, 1970,
at New Delhi.
- Inaugural Address* : Prof. V.K.R.V. Rao, Union
Minister of Education and
Youth Services.

Genesis : The Ministry of Education and Youth Services in collaboration with the Ministry of Information and Broadcasting and the University Grants Commission organised the Seminar on Open University as a part of the programme for the observance of International Education Year.

Since the United Kingdom was the only country in the world where the Project of Open University had passed from the Planning Commission to the action stage and the university was to start functioning from January 1, 1971, it was proposed to invite experts from this university to participate in the Seminar which was to consider the feasibility of starting an Open University in India. The Seminar profited immensely by the presence of specialists from the United Kingdom and the United States.

Extracts from the Inaugural Address:

If the concept of the Open University is to have any relevance to these developing nations at all, it must cover, not only the comparatively limited number of university students, but the much larger number of students who drop out from the school at various points, the neo-literates, and eventually all adults who desire to avail themselves of programmes of continuing education. . . . It is, therefore, my plea that the concept of the Open University should be enlarged to include all these groups and that the new interesting programmes of instruction, based on modern science-oriented educational technology, for students in higher education studying in the Open University, should be made available to this much larger body of population which remains outside the so-called university system.

You would, in the course of your deliberations, necessarily familiarise yourself with the programme of the Open University in the United Kingdom and with the use of radio and television in the education system in U.S.A.... But what I am specially requesting you to perform is the still more important function, *viz.* to consider ways and means by which the Open University pattern of integrated multi-media instruction could be utilised in India for two very significant programmes : the *first* in the extension of this pattern to important groups in our society who are outside the higher educational system, *viz.*, the school drop-out, the neo-literate and the adult desiring continuing education ; and the *second* is to design ways and means by which the mass media and materials developed for this extension of the programme could also be utilised to enrich the standard of instruction in the formal educational system at both school and university stages.

Major Recommendations

1. The time is ripe for India to venture on the experiment of an Open University.

2. The Open University should be designed as a quality institution with the objective of making higher education available to those with the capacity for it to benefit from the existing facilities.

3. It should be directed to meet the needs of highly motivated adults lacking the necessary formal qualifications and or means for joining a university on a full-time basis.

4. The Open University could be viewed (a) as an institution of higher education providing education for independent mature learners ; (b) as a method of providing education to a mass audience at a reduced per pupil cost ; (c) as an attempt at exploiting scarce resources to better advantage and achieving greater effectiveness in higher education ; and (d) as a means of employing new and unconventional methods of instruction, and exploiting new technologies.

5. An outstanding feature of the Open University would be its openness to ideas. It would have the choice of the best in the curricula from all the existing universities in this country and abroad.

6. Since in India there is no minimum level of compulsory education that would ensure the minimum proficiencies, it may be necessary to have the Entrance Test.

7. The Open University will have to concern itself with the education of teachers and education and training of technicians.

8. The method employed by the Open University will have to be determined by the resources available. The approach would be multi-media integration using postal communications, radio and television programmes, summer schools and individual or group guidance at selected places scattered all over the country.

9. The Open University will have the network of regional offices and it is hoped the existing universities and colleges will make the resources available to the students of the Open University, particularly in the use of libraries and laboratory facilities.

10. The per-capita expenditure on the clientele of the Open University may be less than the expenditure per student in the other institutions of higher education, but it is important that no economies that may reduce the quality of the programme should be contemplated.

11. In the United Kingdom the proposal for the establishment of an Open University, originally called the University of the Air, took 4 years to take definite shape. Profiting by what has been accomplished in the United Kingdom and elsewhere, and also by the experience of the correspondence courses conducted by several Indian Universities, it should be possible for shortening the time that will be needed for planning and preparation.

12. A study group should get down to work out the details of the organisation and working of the Open University so as to ensure the establishment of an Open University at an early date.

REPORT OF THE COMMITTEE ON EXAMINATIONS*

Genesis: During the last few years, malpractices and eruption of violence during the progress of an examination or after an examination have increased in the country. The Central Advisory Board of Education, at its 35th meeting held in 1970, expressed considerable concern about the conduct of public examinations held in the different parts of the country and passed the following Resolution :

"The Board requests the Chairman to set up a Committee on Examinations which will examine the present situation and make recommendations to counteract malpractices and to give protection to invigilators and others concerned with examinations."

Pursuant to the above Resolution, the Chairman of the Central Advisory Board of Education appointed a Committee for the purpose in 1970.

Chairman: Union Education Minister.

Vice-Chairman: Education Minister, Andhra Pradesh.

Members: Education Minister, Bihar; Education Minister, Assam; Vijay Kumar Malhotra, Chief Executive Councillor, Delhi; Shri A.E.T. Barrow; Prof. S. V. C. Aiya, Director, N.C.E.R.T. (*Member-Secretary*).

Terms of Reference: As in the Genesis.

Extracts from Chapter II—'Review':

In a welfare State, children have to be educated according to their age, aptitudes and abilities. For this purpose, evaluation becomes a necessary tool in the educational process. In this way, it has a positive function. Whilst our present system of examinations attempts to assess scholastic attainments, it should nevertheless have also a predictive function to help pupils choose

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courses of study suited to their talent and potential, so that they may develop into useful citizens. Unfortunately, in our country, the negative function of an examination is emphasised more than its positive role, and the objective generally is to find out what a pupil is really unfit for, thus creating a fear and a failure complex. This over-emphasis on the negative aspect does incalculable harm to the whole educational process and leads to highly undesirable consequences... It may be mentioned here that world education opinion is against the practice of declaring a student as having 'failed' in a subject or in an examination.

Till about the year 1930, the entire process of an examination and the declaration of results were accepted without question as unchallengeable and final. Further, the results of an examination were relied upon for a large number of purposes, including purposes for which they could never really be a correct index. There is now a change in the situation. Firstly, there is a growing tendency to think in terms of the specific purpose or purposes for which the results of an examination are intended. Secondly, there is a more critical appraisal of the examination system based on an accurate knowledge of the complexities of the educational process and of the human mind. It is this knowledge that has led to the conclusion that the confidence hitherto reposed in the results of an examination is not at all justified.

...The present incidence of malpractice, which naturally varies widely from State to State and even within the same State, is still not irredeemably high. What is disturbing, however, is the undeniable fact that the incidence is on the increase and, therefore, immediate effective remedial measures are urgent. In a way, it is only a corollary and a reflection of the crisis of character facing the entire world today. But this generalisation, comforting though it may sound, should not be taken as an alibi for those in charge of conducting the evaluatory process in our educational system. The stakes here are too high and the consequences too far-reaching to admit of any complacency or compromise. Malpractices at examination really amount to the initiation of a child into a dishonest way of life at a very early age. Educational qualifications acquired through malpractices can lead to total inefficiency of the nation, sapping its vitality and leaving a diseased body politic. It is, therefore, imperative that the educational process must be kept clean and inspiring. The young must be saved from early cynicism and unrepentant criminal propensities. This then is the real task.

Major Recommendations

A. Legislation: The State and Central Governments should immediately take suitable measures to get amending legislation passed in the relevant laws pertaining to the following matters :

(a) Empowering the Board/University to grant autonomous status to well-established institutions.

(b) Empowering the examining authorities to check students and prohibit those with weapons from entering the examination halls.

(c) Making the assembly of persons within a certain distance from an examination hall a cognisable offence.

(d) Making the indulgence in malpractices by employees and authorities of the universities/boards a cognisable offence.

(e) Empowering the examining authorities to take out risk insurance for the invigilators and examiners.

(f) Making the assault on an examiner or an invigilator or other person connected with examination, a cognisable offence.

B. Conduct of Examinations :

(a) Paper-setters should be appointed at least six months prior to the commencement of a Public Examination and they should be given at least eight weeks to draft questions. The papers should be finalised at a meeting of the paper-setters.

(b) Where the number of candidates in a Public Examination is very large, there should be decentralisation with separate examinations for each group of 10,000 school students or 1,000 college students.

(c) A Public Examination should be conducted in the institution in which the students study. The majority of the invigilators and superintendents should be drawn from the institution concerned.

(d) Admission to the centre of a Public Examination should be through one main entrance. Only *bona fide* candidates with identity cards should be admitted in the examination centre after thorough checking.

(e) Model answers should always be prepared and supplied by the paper-setters.

(f) Copies of the question-papers set should be made available to the teachers in the schools and colleges on the day of the examination but after it is over, so that the teachers could comment on the paper to the authorities quickly.

(g) The method of spot valuation at a central place to which all the examiners are called, should be adopted.

(h) The result should be declared subject-wise and furnished in the form of grades. The 'raw' marks given by the examiners should never be made available.

(i) Subject-wise passing should be introduced and the Public Examination certificate should be given on the candidates passing in the minimum number of subjects.

(j) The certificate issued by an examining authority should have two columns, *viz.*, one giving the result of Public Examination and the other giving the result of the internal assessment by the teachers.

(k) For the awarding of prizes and scholarships to a candidate who stands first in an examination or in a subject, a separate test should be conducted and admission to the same limited to those who secure the highest grade in the Public Examination.

(l) There should not be too many Public Examinations. There should be one at the end of the upper primary/middle school stage, another at the end of the secondary stage and the third at the first degree stage. All others should be internal assessments only.

C. *Use of Examination Results:*

(a) Recruitment to the services should be made on the basis of tests/examinations conducted by the Public Service Commissions and the maximum age for appointment for clerical posts be reduced to 19 years.

(b) Admission to colleges including professional colleges should be on the basis of an entrance test conducted specifically for assessing the aptitude of a student for a particular course. Eligibility to appear at these tests should alone be determined by the results of the Public Examination.

D. *Budgeting for Education:* In future, both the Central and State Governments should earmark funds separately for guidance and studies and research on examinations.

E. *Research:* There should be continued study and research on examinations, both at the State and Central levels and in the boards/universities in a coordinated manner. Necessary funds for the same should be provided on a priority basis.

F. *Novel Ideas:* Novel ideas for the organisation and conduct of Public Examinations should be encouraged.

Appendix

This book is dedicated to the International Education Year, 1970, which is being celebrated in India as part of a world-wide programme in accordance with UNESCO General Conference resolution, reproduced here. The key-note of the Indian programme is: "Education in the Seventies: The Challenges of the Future and How to Meet Them". Inaugurated on July 18, 1970 by the President of India, Shri V. V. Giri, the national year-long programme ended on July 18, 1971, synchronising with the academic year in the country.

RESOLUTION ON THE INTERNATIONAL EDUCATION YEAR, ADOPTED BY A UNANIMOUS VOTE OF THE GENERAL CONFERENCE OF UNESCO AT ITS FIFTEENTH SESSION IN NOVEMBER 1968

1.111 Member States are invited, should the General Assembly of the United Nations declare 1970 as International Education Year :

(a) to take stock of the existing situation in their respective countries with respect to education in its broad sense;

(b) to initiate or stimulate studies on problems relating to improving the situation with particular reference to the objectives and themes which will have been adopted for special attention under the International Education Year;

(c) to encourage educational authorities, public and private, to initiate such new activities as may be needed for the same purpose;

(d) to make special effort in order to increase financial resources for educational development;

(e) to participate effectively in the international programmes to be conducted by the United Nations system under the auspices of the International Education Year;

(f) to launch a programme of action comprising practical measures for the elimination of all forms of discrimination and for the promotion of equality of opportunity and treatment in education, and to integrate it in their educational development plans.

1.112 The Director-General is authorized :

(a) to assume primary responsibility, in collaboration with the other organizations of the United Nations system and taking into account the suggestions presented by them, for the preparation and execution of an international concerted programme ;

(b) to advise Member States, in co-operation as appropriate, with other agencies, bodies and organs of the United Nations system, on the principal objectives on which they should focus their attention and concentrate their efforts, so as to contribute to the framing of a global strategy for education for the Second Development Decade;

(c) to propose for this purpose to Member States, the International organizations of the United Nations system and the other governmental and non-governmental international organizations concerned, the following objectives, concepts and practices :

Objectives

- (i) functional literacy for adults ;
- (ii) equal access of girls and women to education ;
- (iii) training of middle and higher level personnel for development ;
- (iv) democratization of secondary and higher education ;
- (v) transition from selection to guided choice in secondary and higher education ;
- (vi) adaptation of education (both general and technical) to the needs of the modern world, especially in rural areas ;
- (vii) development of educational research ;
- (viii) pre-service and in-service training of teachers.

General concepts and practices

- (ix) educational technology - the new methods and media ;
- (x) life-long integrated education ;
- (xi) reconciliation in education of a spirit of tradition and preservation of the intellectual and moral heritage with a spirit of renewal ;

- (xii) promotion of ethical principles in education, especially through the moral and civic education of youth, with a view to promoting international understanding and peace;

(d) to orientate specific projects provided for in the Programme and Budget for 1969-70, such as studies, operational programmes, regional and international conferences and public information activities, so as to make them contribute fully towards the above-mentioned objectives of the International Education Year;

(e) to turn to account the studies conducted on the occasion of the International Education Year for defining the principles of long-term educational planning;

(f) to transmit to the General Assembly of the United Nations the text of the present resolution;

(g) to report to the General Conference, at its sixteenth session, on Unesco's participation in the International Education Year and the general outcome of the activities undertaken in that connexion.

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